THE CENTRAL WATERFRONT:

FINAL RECOMMENDATIONS

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT MARCH 1984
STEPHEN G. McLAUGHLIN COMMISSIONER

CITY OF TORONTO
PLANNING AND DEVELOPMENT DEPARTMENT

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To: Land Use Committee

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1. Background

1.1 The Final Recommendations Document

This report contains the revised recommendations for amendments to the Part I Official Plan and Zoning By-law for the City of Toronto Central Waterfront area. The Central Waterfront: Proposals report released in April 1982, set out a preliminary set of policies for the Central Waterfront for public comment and discussion.

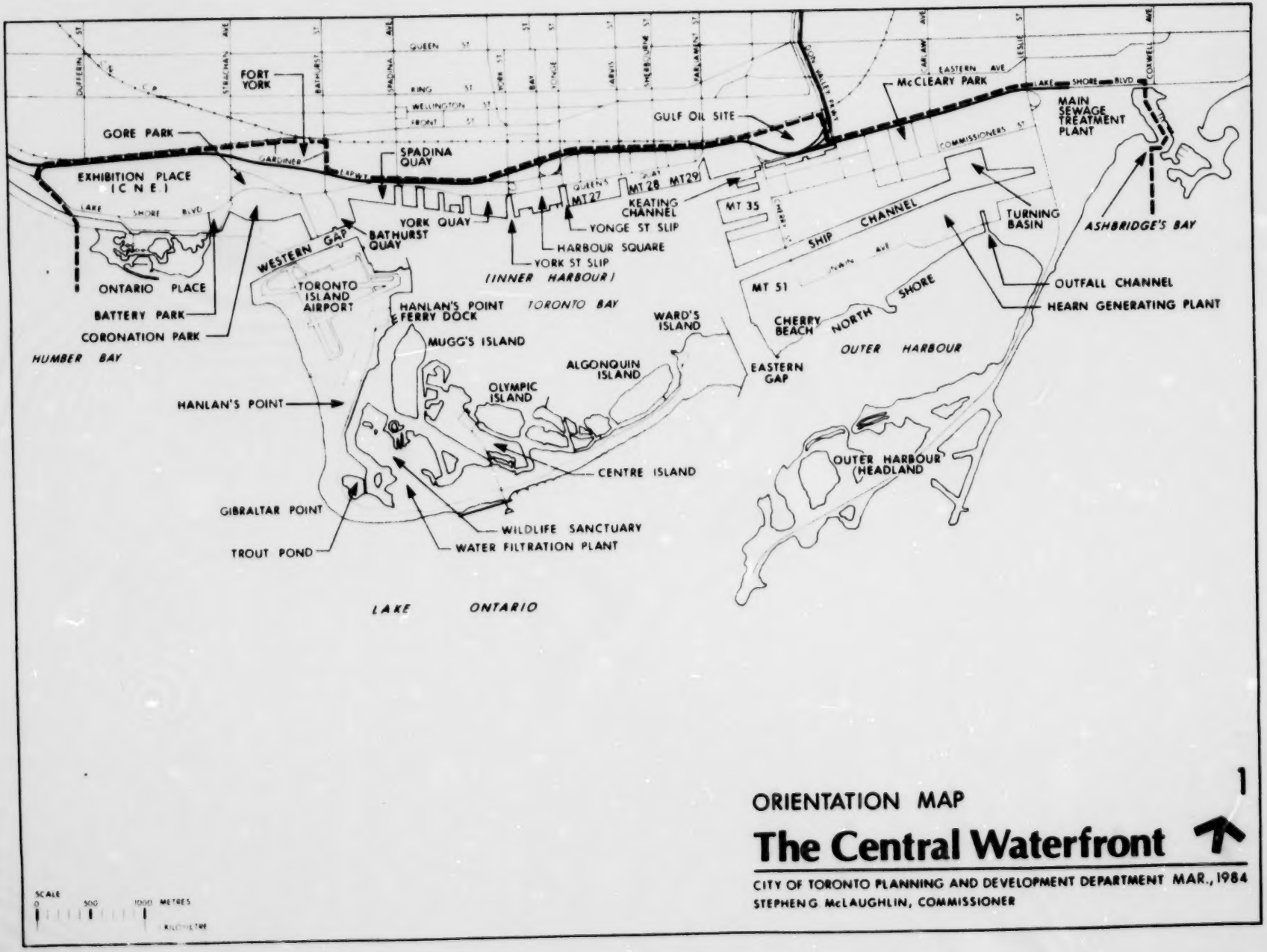
These policies have now been revised in light of a public meeting on June 23rd, 1982, devoted to the Central Waterfront: Proposals report; deputations to a Planning Board meeting on March 28th, 1983; a detailed examination of the Official Plan statements by the Central Waterfront Planning Committee; numerous briefs; as well as meetings with interested individuals and agencies. All written submissions and minutes of the June 23rd, 1982 meeting and other submissions are included in the Appendices to this report. This Final Recommendations report discusses the issues that were raised and, where appropriate, puts forward revised Official Plan statements and zoning designations for adoption by City Council. Before City Council considers these policies they will be the subject of deputations at the Land Use Committee meeting.

Although this report can be read on its own, considerable additional information is contained in the Central Waterfront: Proposals report. Copies of the Proposals report can be obtained from the Information Services Section of the City Clerk's Department.

1.2 Summary of the Proposed Official Plan

This document proposes changes to Part I of the City's Official Plan in order to guide future development in the Central Waterfront. Since they will have no official status until adopted by City Council and approved by the Minister of Municipal Affiars and Housing, these proposed changes, which are set out in their entirety in Chapter 4, will be referred to throughout this document as the proposed Central Waterfront Plan.

The proposed Plan's emphasis is on measures to promote increased public enjoyment and use of the Central Waterfront, but an equally important goal is that the proper functioning of industries, shipping, utilities and transportation corridors should be protected and emphasised.



ORIENTATION MAP

1

The Central Waterfront

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT MAR., 1984

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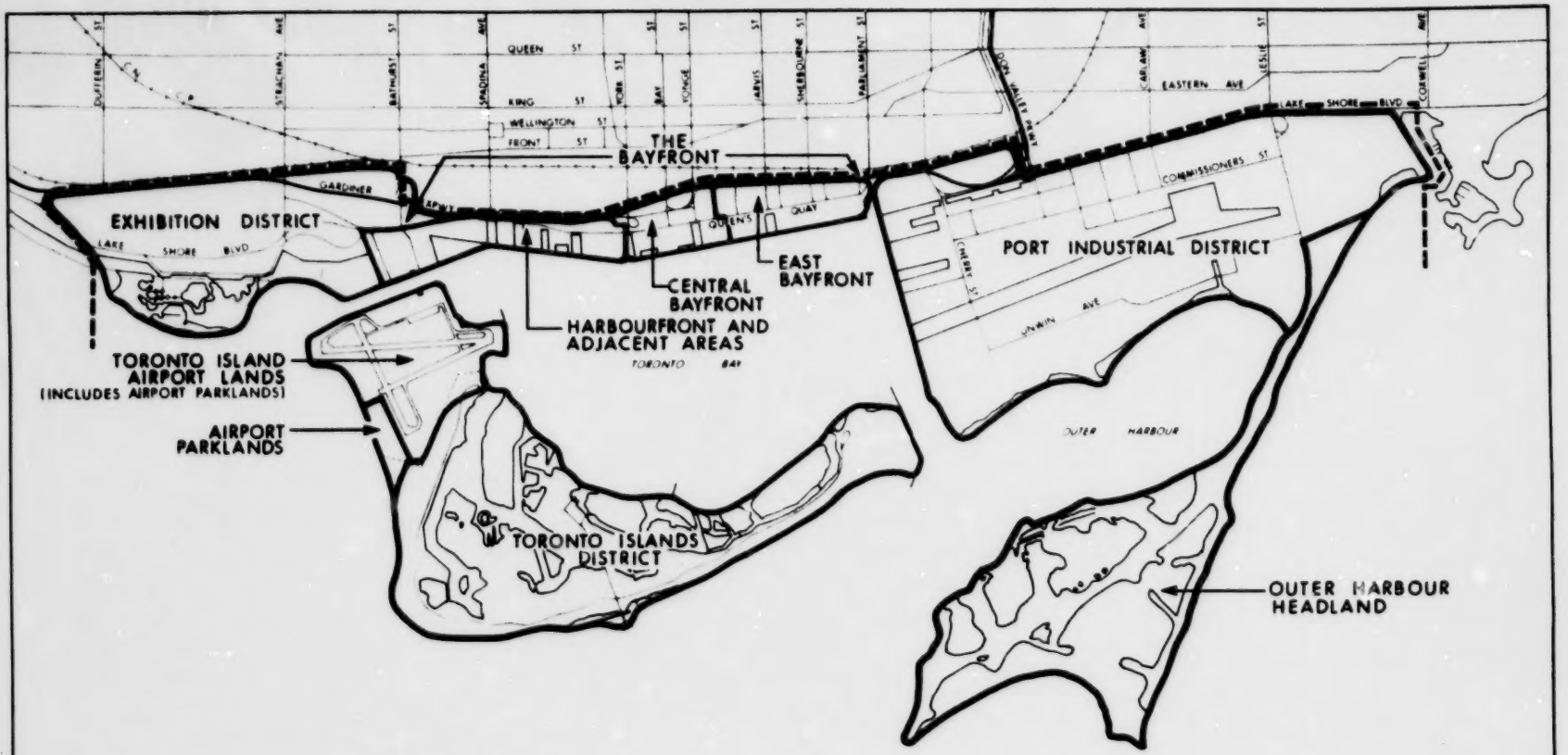

CENTRAL WATERFRONT DISTRICTS 2

The Central Waterfront

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The proposed Plan contains a number of general policies for the entire Central Waterfront. These policies include proposals for:

- the securing of publicly accessible land along the water's edge, except where shipping or existing industrial needs make this impractical;

- the protection of "environmental resource areas" on the islands and the Outer Harbour Headland;

- improved transportation within the Central Waterfront, including a network of pedestrian and bicycle paths, and improved north-south access between the waterfront and the rest of the City; and

- a waterfront public improvement program.

The proposed Plan also divides the Central Waterfront into planning districts, identifies the particular opportunities and constraints existing in each, and proposes policies appropriate in terms of both these particular conditions and the planning objectives for the Central Waterfront as a whole. These districts, which are shown on Map 1, are the Bayfront, including Harbourfront and Adjacent Areas, (which includes those areas covered by the Harbourfront and Terminal Warehouse Part II Official Plan as well as the lands on the west side of Stadium Road), the Central Bayfront and the East Bayfront; the Port Industrial District; the Outer Harbour Headland; the Exhibition District; the Toronto Islands; and the Toronto Islands Airport Lands.

In addition to setting out objectives to guide future planning decisions, these proposed district policies and the accompanying text are intended to present a vision of the role which each of these areas could play in the future growth and development of the City.

The Bayfront

The Bayfront is that part of the City where the opportunities for new development and improved connections to the rest of the City are greatest. Development in Harbourfront is off to a successful start in keeping with the Harbourfront Part II Official Plan with the opening of the renovated Terminal Warehouse Building. More development will be seen each year until 1987 when detailed plans for the entire Harbourfront area should be completed. Upon completion, there will be 16 hectares (40 acres) of park and other open space, 3,000-4,000 housing units, up to 115,000 square metres of office space,

and facilities for public events and Harbourfront programs. Lands adjoining Harbourfront on the west side of Stadium Road are proposed for development that will complement the predominantly residential character of the rest of Bathurst Quay.

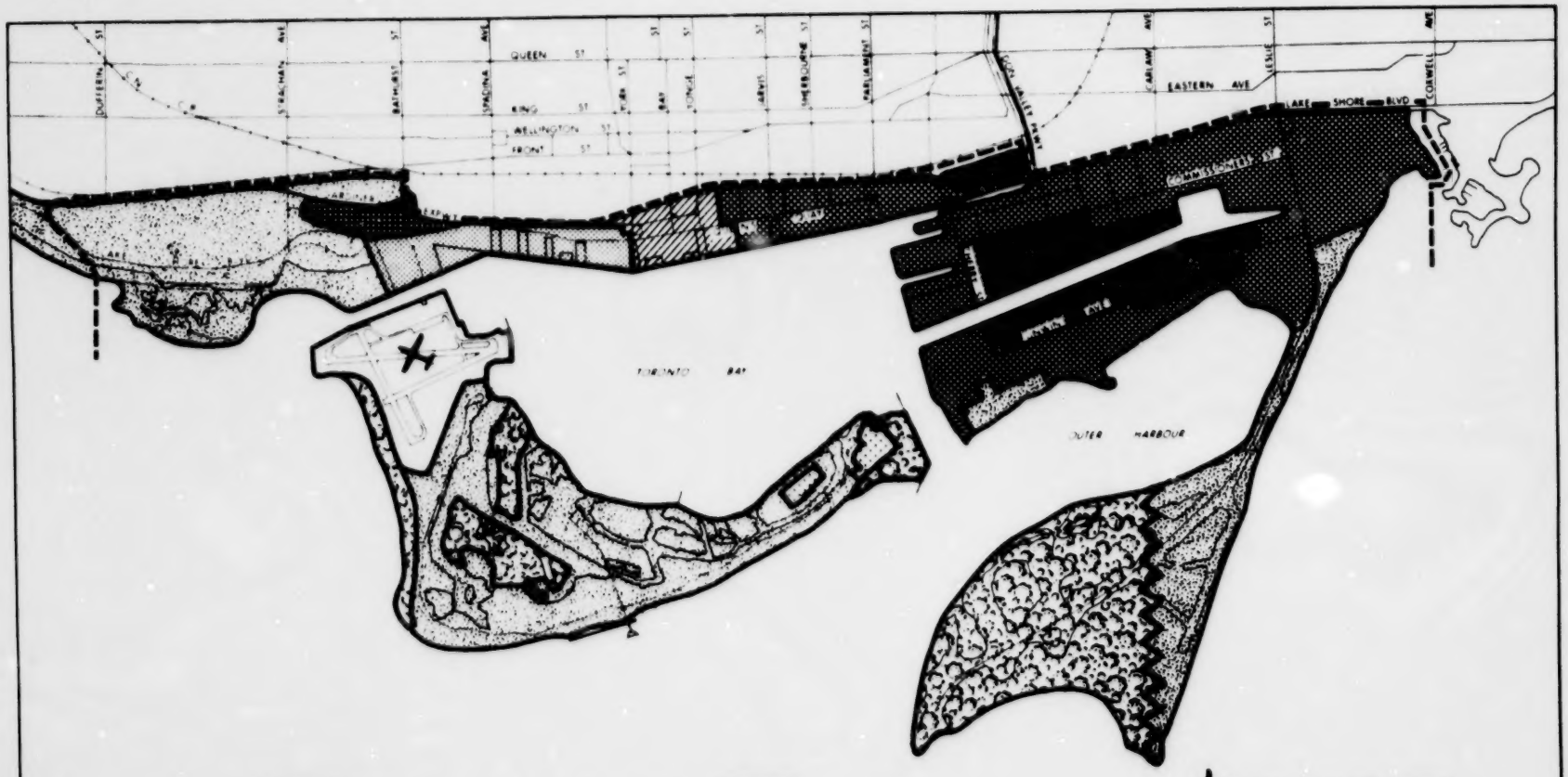
The Central Bayfront's vacant sites are proposed for development at medium to high intensity for mixed commercial and residential uses. A Part II Official Plan is required before any construction above the existing Council approved densities can proceed. The increased densities are acceptable in the context of improved regional access to the Central Waterfront as proposed by Metro and endorsed in part by the City. Local access improvements, such as making Yonge Street two-way to Queens Quay and the relocation or removal of certain expressway ramps will also be required. In addition to access issues, the Part II Plan will look at the suitable distribution of residential densities in the area.

In the East Bayfront, the current recommendation is to strengthen the existing viable industrial area through the introduction of new industrial and complementary commercial uses.

Throughout the Central Waterfront, the pedestrian environment will be improved, access to the water will be created, and the area will be more closely connected to the rest of the the City by the removal of both physial and psychological barriers between the waterfront and the City north of the railroad tracks.

The Outer Harbour Headland

The Outer Harbour Headland is now the subject of a detailed planning study by the Metropolitan Toronto and Region Conservation Authority, but the proposed Central Waterfront Plan establishes appropriate land use designations and sets out the basic criteria to which future plans should conform. It is proposed that the westerly portion of the Headland be designated as an Environmental Resource Area in order to preserve the "away-from-it-all" or wilderness-like feeling as well as specific flora and fauna. The easterly portion is proposed to be designated for more intensive recreation uses, especially boating. These proposals will be forwarded to the Metropolitan Toronto and Region Conservation Authority and the Aquatic Park Task Force.



HARBOURFRONT AND ADJACENT AREAS

CENTRAL BAYFRONT

HEAVY INDUSTRIAL AREA

GENERAL USE AREA

GENERAL INDUSTRIAL AREA

OPEN SPACE

ENVIRONMENTAL RESOURCE AREA

LOW DENSITY RESIDENCE AREA

TORONTO ISLAND AIRPORT

PROPOSED AMENDMENT TO
MAP 1-GENERALIZED CITY PLAN:
LAND USE OFFICIAL PLAN, PART I

3

The Central Waterfront

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SCALE
0 500 1000 METRES
KILOMETRE

- MEDIUM DENSITY RESIDENCE AREAS
- HIGH DENSITY RESIDENCE AREAS
- MEDIUM DENSITY MIXED COMMERCIAL-RESIDENTIAL AREAS
- HIGH DENSITY MIXED COMMERCIAL-RESIDENTIAL AREAS
- THE FINANCIAL DISTRICT
- MIXED INDUSTRIAL-RESIDENTAL AREAS
- RESTRICTED INDUSTRIAL AREAS
- GENERAL INDUSTRIAL AREAS
- AREAS OF INDUSTRY
- GENERAL USE AREAS
- OPEN SPACE
- GENERAL

SCALE
0 500 1000 METRES
1 KILOMETRE

EXISTING OFFICIAL PLAN FOR CENTRAL AND ADJACENT AREAS

4

The Central Waterfront

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The Exhibition District

A proposal for the Exhibition District has been released by Metro after a joint planning study by staff of Metro, the Province, the City, Ontario Place, the Canadian National Exhibition and other organizations. This calls for a new 65,000 seat covered stadium and a new 55,750 square metre trade centre integrated with a renovated Better Living Centre and Queen Elizabeth Building. In addition parking would be provided in parking garages freeing up landscaped open space, most of the historical buildings would be renovated, new bridges would be provided over Lake Shore Boulevard, and a boardwalk/bicycle path would be constructed overlooking Lake Ontario connecting the beaches and Harbourfront. City participation in the planning process followed the policy statements in the Proposals report regarding the Exhibition District, which have been left unchanged. Although the Provincial Stadium Study Committee chose Downsview Airport as the preferred site for a new stadium, the matter has not yet been resolved.

The industrial area north of Lake Shore Boulevard near Bathurst Street will continue as an area for a mix of industry and commercial uses and will have a General Use designation.

Toronto Islands District

The proposed Plan calls for the Toronto Islands District to remain much the same as it is now. The majority of the islands are to remain in park uses while the residential communities on Wards and Algonquin Islands are to be preserved.

Toronto Island Airport Lands

The Toronto Island Airport Lands, with the exception of that portion identified as the Airport Parklands, are to be used for airport purposes. Should the airport close, the proposed Plan calls for all of the Toronto Island Airport Lands to be used for parks or parks and housing purposes.

1.3 Changes to the Proposals Report

A summary of the most significant changes to the Proposals report is given below:

a) The Goals of the Plan

The main goal of the proposed Official Plan is to "increase public enjoyment and use" of the Central Waterfront. From the comments received it was obvious that the Proposals report version was not clear enough:

i) that this goal was to be realized through a variety of uses not just recreational uses; and

ii) that the City considers the shipping and industrial functions of the Port very important.

Several minor changes were made to the first three statements to clarify the intent.

b) Lakefill Policies

The lakefill policies in the Proposals report stated that lakefill would only be supported by Council in "exceptional cases". This has been changed to recognize the positive contribution that lakefill can make to the City by providing new park land, or other necessary land, as long as the lakefill meets all relevant environmental standards.

c) Zoning of Land Under Water

Land under water will not be zoned unless the area is considered suitable for lakefill. The Proposals report stated that the advantages of zoning all water areas would be examined. The results of this examination suggest that there are very few advantages to zoning the water, and several problems. For this reason the concept of giving a blanket zoning to all water areas has been dropped.

d) Gm (Marina) zoning

The Gm, marina and boating, zoning designation has been changed to make the permitted list of uses cover all recreational boating uses. The Proposals report inadvertently left out several possible uses. (see also (g) Outer Harbour Headland).

e) Exhibition Industrial District

In the small Exhibition District industrial area at Bathurst Street and Lake Shore Boulevard West, the plan proposes a General Use industrial designation which allows both industrial and commercial uses. An IC, industrial-commercial zoning is proposed to accompany the land use designation. The Proposals report suggested a Restricted Industrial designation.

The designation was changed to reflect the existing industrial and commercial permission, and the present and future adjoining recreational and residential uses.

The properties along Stadium Road have now been included in the Harbourfront and Adjacent Areas District, and special policies are recommended to encourage the retention of the Tip Top Tailors building and the existing yacht clubs.

f) East Bayfront

The statements for the East Bayfront now confirm the significance of the existing industrial base and retain the district as an area of industry. This is a change from the Proposals report which considered the area to be suitable for long term comprehensive redevelopment for housing, non-office commercial and compatible industrial uses.

g) Outer Harbour Headland

The Official Plan designation of the Outer Harbour Headland -- Open Space and Environmental Resource Area remains unchanged. However, the zoning of the Open Space portion has been changed to Gm to permit as-of-right boating uses in this area. This reflects more accurately the intent of the plan which is to encourage boating on the Headland outside the Environmental Resource Area. The Proposals report zoned the area G, and therefore a rezoning would have been required for most boating uses, including a marina.

h) The Port Industrial District

The zoning proposals in the Port Industrial District have been revised to ensure that existing industrial uses remain in conformity with the by-law, and a commercial use list more suitable to an industrial area is recommended. Storage and warehousing uses are permitted as legitimate port uses in all I3 zone districts. In recognition of the potential use of the north shore of the outer harbour for future dockwall industry, the north shore between Cherry Beach and the Hearn Circulating Channel is to be designated as "General Industrial Area" rather than "Open Space".

Many other minor changes were made to the proposed Official Plan Statements to meet specific objections, or to clarify the intent. A full description of all the changes is given in the body of this report.

2. General Issues

The Proposals report raised certain concerns which are discussed in the next three sections of this report. This section on General Issues covers questions that affect the whole Central Waterfront; Section 3 covers District Issues and Section 4 covers Site Specific Issues.

2.1 Primary Goal

The Proposals report puts forward the following primary goal for the Central Waterfront:

> "5.A.2
>
> Council's primary goal for the Central Waterfront is to promote increased public enjoyment and use of the area by ensuring that future developments and activities will help achieve the following planning objectives:
>
> (a) extend the richness, diversity, and activity of City life to the Central Waterfront, particularly through new residential, commercial and institutional development in the Central Bayfront and Harbourfront and Adjacent Areas;
>
> (b) reduce the physical and perceptual isolation of the waterfront from the rest of the City;
>
> (c) increase and improve public access and open space along the water's edge, and access between parts of the Central Waterfront;
>
> (d) increase the availability and awareness of recreation opportunities and public activities throughout the year; and
>
> (e) provide aesthetic and other environmental improvements."

Concerns with the proposed primary goal statement were raised by staff of the Toronto Harbour Commissioners and Metro Planning Department as well as by members of the Central Waterfront Planning Committee (CWPC).

The Toronto Harbour Commissioners staff report states that the "preconception of the authors of the Central Waterfront: Official Plan proposals has been that the port/industrial function is declining in importance and therefore the emphasis should be

placed on turning the waterfront to other uses." The Toronto Harbour Commissioners staff report also suggests that the uses contemplated by the Proposals report are "of a primarily recreational nature," and that "port/commerce/industry objectives" have not been given sufficient importance.

The comment on the issue of land use and public enjoyment from Metro Planning reflects a concern that neither the description of the Central Waterfront in Section 5.A.1 as "one of the chief amenities of the City and region", nor the primary goal statement quoted above recognizes the diversity of existing land uses in the Central Waterfront, particularly industry. Similar concerns were expressed by certain members of the CWPC.

These concerns suggest that the meaning and purpose of the primary goal require clarification on a number of points.

First, it is true that the Proposals report is based on an assumption that the industrial and shipping functions of the Central Waterfront have declined in importance over the past decade and that lands in the Bayfront formerly used for industrial purposes are accordingly being put to non-industrial uses. This is particularly true in the Harbourfront and Central Bayfront areas. However, the existing viable industrial areas - the East Bayfront and the Port Industrial District are being retained for future expansion of the City's industrial base.

Second, it is inaccurate to define the five planning objectives through which the primary goal is to be implemented as "of a primarily recreational nature". This issue is specifically addressed in Section 2.2 of the Proposals report, which emphasizes that the planning objectives are not intended to promote parks and recreational uses only, but rather to encourage the provision of a wide range of commercial, residential and recreational uses which will help to integrate the Central Waterfront with the remainder of the City, and to ensure that this valuable public resource is more widely used. In other words, the goal of increased public enjoyment and use is not intended to suggest a major shift in land uses from existing uses to public uses. It is rather intended as a goal which could be realized through new developments for a wide variety of uses; through improvements to areas where uses are not expected to change substantially, for example the Port Industrial District and the East Bayfront; and through the kind of co-ordinated public and private action called for in the proposed Waterfront Improvement Program.

Third, the fact that industrial and shipping uses were not mentioned in either in the preamble, Section 5.A.1, or the primary goal statement is not intended to suggest that these uses are not

considered to have a significant future in the waterfront. Rather, these statements are intended to establish a shift in emphasis in planning for the waterfront. This shift, which began with the introduction of new residential and commercial uses into the Central Bayfront in the late 1960's, was elaborated on in the presentation at the public meeting, which also stressed that industrial, shipping, transportation and utility uses will continue to have an essential role in the Central Waterfront.

In order to ensure that the functions of shipping and industry are adequately recognized, and to relieve any misconceptions, certain changes have been made to the wording of Sections 5.A.1, 5.A.2 and 5.A.3. These revised sections evolved out of meetings of the Central Waterfront Planning Committee and were approved by the Committee.

Section 5.A.1, the preamble to the plan, now reads as follows:

"5.A.1

Council recognizes the Central Waterfront is one of the chief amenities of the City and region due to the opportunities it provides for land and water-based recreation, its function as a port, the unique views, climate and environment, and its location in the Central Area of the City, close to concentrations of population, employment and activity."

The change which has been made is to recognize the important function of the Waterfront in providing the only port in Metropolitan Toronto, by adding the words "its function as a port".

Section 5.A.2, the primary goal of the plan has been changed by adding the words "within the context of the land uses contained in this plan". The section now reads as follows:

"5.A.2

Council's primary goal for the Central Waterfront is to promote increased public enjoyment and use of the area by ensuring that future developments and activities will help achieve the following objectives:

a) extend the richness, diversity and activity of City life to the Central Waterfront, particularly through new residential, commercial and institutional development in the Bayfront;

b) reduce the physical and perceptual isolation of the waterfront from the rest of the City;

c) increase and improve public access and open space along the water's edge, and access between parts of the Central Waterfront;

d) increase the availability, choice and awareness of recreation opportunities and public activities throughout the year; and

e) provide aesthetic and other environmental improvements,

within the context of the land uses contained in this plan."

This additional last phrase makes it clear that the wide range of uses in the plan, from residential to industrial to parks, are all considered integral to realizing the primary goal of the plan and that the realization of the goal does not involve a major shift in land use to recreational uses, but rather a commitment to maximize public use and enjoyment within the context of specific land uses spelled out in the plan for each part of the Central Waterfront. This wording was originally suggested by the Metro Planning Department and should therefore satisfy their concerns about the primary goal.

Section 5.A.3 has been strengthened so that it is no longer an addendum to the primary goal, but a separate goal in its own right. Thus shipping, industry and the other transportation and service uses which are such an important aspect of the Central Waterfront have been more clearly recognized and protected. As well as changing the opening phrase, a few new words have been added which require Council not only to protect the above uses, but also to "continue to emphasize" them. Section 5.A.3 now reads as follows:

"5.A.3

Council's further goal is to protect and continue to emphasize the important contribution of the Central Waterfront to the well-being of the City as the location of industrial jobs, public utilities and rail and road transportation corridors, and of the Port Industrial District as the location of commercial shipping activities, industrial job opportunities and heavy industry."

2.2 Industrial Policies

The recommendation in the Proposals report that the East Bayfront be an area for redevelopment to "housing, non-office commercial and compatible industrial use", raised concern over the consistency of this recommendation with the City's industrial policies of maintaining viable industries and industrial jobs. However, this Final Recommendations report recommends that the East Bayfront remain as an industrial area. An industrial designation for the East Bayfront should remove any concerns regarding consistency of the Central Waterfront plan with the City's industrial policies. (See also Section 3.4 - The East Bayfront).

2.3 Water's Edge Access

Sections 5.A.5 - 5.A.7, inclusive, of the proposed Central Waterfront Plan include policies to promote increased public access to the water's edge. Although supported in a number of deputations and submissions, these policies have met with some opposition from both industrialists and boating groups. The concerns of industrialists (see submissions made by Redpath Sugar and Canada Malting) relate to the need to ensure safety, particularly in relation to loading and unloading of shipped goods, and security. The major concern of boating interests (see submissions by the Ontario Sailing Association,and Metropolitan Toronto and Region Conservation Authority and the Metro Waterfront Boating Council) is that the proposed policies would unnecessarily limit boating activities.

In addition, there was a detailed discussion of the water's edge policy as it related to new boating facilities at the Central Waterfront Planning Committee meetings.

The two positions that were expressed at the CWPC meetings, and which were about equally represented, were:

a) that the Plan should not require new boating facilities to provide public access to the water's edge because of problems of providing security for the boats and safety for the public around boat cranes or other hazards, and concern over legal liability; and

b) that the Plan should require new boating facilities, especially if located on public land, to be designed to permit public access along the water's edge, because the water's edge should be a public resource and people should not have to detour behind club houses, parking lots and landscaping, cutting off views of the water.

The wording for this section dealing with the water's edge, which lands are intended to become significant pedestrian promenades, has been changed considerably. However, the intent of the section has not changed. It is hoped that the revised version is both clearer and less contentious, as follows:

"5.A.5:

It is the intention of Council that water's edge lands in the Central Waterfront be in public ownership and freely accessible to the public at all times. Accordingly, it is the policy of Council to:

a) discourage the sale or lease of water's edge lands now owned by any government, Crown corporation, public board, commission or agency to private interests, except for uses requiring direct access to shipping facilities, in which case it is the policy of Council to encourage the leasing and not the sale of water's edge lands;

b) seek the conveyance of water's edge lands for parks purposes or ensure by other means their long-term public accessibility, except where they are designated for industrial use and in Council's opinion either (i) should be reserved or used for shipping purposes, or (ii) existing site layout and use make public access impractical;

c) seek to ensure that new boating facilities be designed to permit public access to water's edge lands;

d) permit public access to water's edge lands in Environmental Resource Areas, except where this cannot be done within the context of an appropriate management plan for the area."

The original sub-section d) dealing with securing public access to water's edge lands in private occupancy, prior to any redevelopment, has been deleted. This section seemed unnecessary (i) because subsection b) requires the City to try to get access along all water's edge lands and (ii) because it only applied directly to Redpath Sugar, existing boat clubs and some dockwall sites in the Port Industrial District. These sites are usually either not areas where public access can reasonably be secured, or are low priority areas for public access except if redevelopment is contemplated. Many of the concerns with the water's edge policy related, at least partly to this section. Sub-section a) is unchanged, while sub-section b) has been altered to meet

concerns of industrialists and the Toronto Harbour Commission regarding dockwall sites. It is a policy of this plan that dockwall sites in the Port Industrial District should be reserved for present or future dockwall using industries. If public access is secured now across industrially zoned dockwall lands presently occupied by industries not involved in shipping (as suggested in the Proposals Report), in the future it would be relatively difficult to cancel this public access for a new dockwall using industry.

In the Port Industrial District, the public benefit of requiring public access along the water's edge of those industries that do not use shipping is generally outweighed by the disadvantages. This is because:

(a) The people who might use this water's edge could drive, walk, or cycle to Cherry Beach and the North Shore which are publicly accessible and far more attractive since they provide a beach and fitness trail which will extend the length of the North Shore to the Hearn outfall.

(b) Since people don't live close by, few people would be attracted to use the discontinuous stretches of water's edge which would be achieved.

(c) The costs of providing the discontinuous water's edge would be relatively high due to the need for numerous access points and fencing, or other landscaping, adjacent to both the access routes and the water's edge promenade. For what would probably be very low use these costs seem high.

Polson Street Parkette is seen as an exception to these points since the views of the City are very attractive and access is direct along Polson Street to its end.

However, in the East Bayfront the desirability of providing public access along the water's edge of Marine Terminal 28 and 29 should be evaluated more carefully. These Marine Terminals are within easy walking distance of a large number of offices and residences, particularly those in the St. Lawrence district. Therefore, even though a water's edge promenade on these terminals would end at Redpath Sugar on the west (with only a short walk to Marine Terminal 27 where eventually the water's edge promenade stretching to the western Beaches should start) and at Victory Soya Mills on the east, the benefits to the public of this stretch of Bayfront promenade could be high. In the East Bayfront, the decision on whether to seek the construction of a water's edge promenade should depend on the uses to which the Marine Terminals 28 and 29 are put. If these Terminals or any future use actively use shipping in their industrial operation, then public access would

be unreasonable. However, if other non-shipping industrial uses continue or develop on the Terminals, then public access to the water's edge should be provided, even if in the long term the dockwall might be used for shipping.

In the Port Industrial District, it is a policy of this plan to reserve the dockwall for shipping purposes, now, and in the future. The wording of sub-section b) has been changed so that public access will not be sought over industrially designated lands that "should be reserved or used for shipping purposes."

The intent of this phrase is to protect the dockwall in the Port Industrial District for shipping use, and to allow the City to seek the development of a water's edge promenade on Marine Terminals 28 and 29 if these Terminals are not used by shipping-related industries.

A further amendment to sub-section b) is to state that existing industrial uses will not be considered for public water's edge access where the existing site layout and use makes this impractical. Thus industries such as Redpath need not be concerned that the City will seek public access under their cranes, thereby radically disrupting Redpath's operations.

Although the Metropolitan Toronto and Region Conservation Authority, the Ontario Sailing Association and the Metro Waterfront Boating Council objected to sub-section c) it has been retained for the following reasons. First, it is the "policy of Council to ... c) seek to ensure that new boating facilities be designed to permit public access to water's edge lands", the words "seek to" mean that if such a design is impossible given the circumstances, Council would have to accept other solutions. However, good design can allow public access along the water's edge at reasonable cost both for sailing clubs and for marinas. A high proportion of both dingy sailing and other boating in Vancouver, European cities and other areas is carried out with public access along the water's edge, with obvious benefits to the public and few if any problems for boaters. Jericho Beach in Vancouver has provided very cheap dingy sailing facilities while still providing public access along the beach, while the Pier 4 marina and Learn to Sail Centre in Harbourfront show that publicly accessible boating can work in Toronto. Unless Council declares its intent that new boating facilities should be designed to provide public access there is no incentive for the boating community to provide it, despite the benefit to the larger community of a continuous waterfront promenade.

Even if public access to the shoreline is not possible in all situations, solutions which recognize the public interest in the water's edge, and maximize public enjoyment of the water are much

more likely to be developed if Council has a clear policy of promoting a water's edge promenade even where new boating facilities are to be developed.

The Ontario Sailing Association brought up the question of liability if the City acquires or leases the water's edge for a public promenade in front of a boat club. Legal opinion suggests that this would not be a problem because normally if the City did lease land the City would be responsible for the care of and use of the land, and negligence in the operation of the public promenade. Obviously, where a facility which would be a major hazard to the public is proposed and strictly necessary, the water's edge promenade should take a detour around the hazard.

For clarity, the original section 5.A.6, which dealt with water's edge access in Environmental Resource Areas, has been rewritten and incorporated into Section 5.A.5 as sub-section d. The revised version should make it clear that public access to water's edge land is the rule in Environmental Resource Areas, with certain specific exceptions designed to protect particular aspects of the area.

In keeping with the changes to water's edge access as it relates to dockwall using industries, a change is also required to Section 5.1 dealing with Toronto's chief natural amenities. In the Proposals Report it is worded as follows:

> "The Lake Ontario shoreline and islands, the ravines and the escarpment north of Davenport Road are the chief natural features of the City. It is Council's policy that the use and development of these areas shall not prejudice their use for public recreation and enjoyment."

The further change that is suggested is to add the following words at the end:

> "except that along those portions of the shoreline designated for industry, the requirements of shipping and industry requiring direct water access shall be paramount."

This is a slight change from the wording recommended by the Central Waterfront Planning Committee which made the needs of all industry, not just dockwall industry, paramount to public recreation. This general exemption is unneccessary since where there is no dockwall, new industries can easily be set back from the shoreline to permit a publicly accessible water's edge promenade. Since a new industrial park is under consideration in the Port Industrial District on land which currently sees informal use of the water's edge for recreation, it is important to make

the distinction between dockwall-using industries and other industries now, so that wherever possible a publicly accessible recreational edge is included in the plans.

2.4 Lands Adjacent to the Water's Edge

In order to create a livelier, more desirable water's edge promenade the Proposals Report recommended the adoption of some policies to encourage a public atmosphere for the uses adjoining the water's edge promenade (Section 5.A.6).

One of these policies in Section 5.A.6 was that:

> "where appropriate arrangements can be made;
>
> (b) the ground floor of buildings adjacent to such areas be pedestrian oriented and be used for purposes which are generally publicly accessible".

It was pointed out at the Central Waterfront Planning Committee meetings that this proposed policy was inappropriate for industrial areas, and in particular in the Port Industrial District. The proposed new wording, originally prepared for, and adopted by, the CWPC, is as follows:

> "where appropriate arrangements can be made: b) except in industrial areas, the ground floor of buildings adjacent to water's edge lands should generally be pedestrian oriented and used for purposes to which the public has access".

The Ontario Sailing Association, with the support of the Metro Waterfront Boating Council, has objected to this revised wording on the grounds that "full public access to the ground floor of buildings such as offices, sailing clubs, schools and other buildings so located, would produce, again, a tremendous security, safety and liability problem on any and all such units". The intent of the Official Plan statement is to encourage a land owner to develop in such a way that the portion of the building facing the pedestrian promenade is pedestrian oriented and used for purposes to which the public has access. If the developer has no uses such as stores, an office lobby, hotel lobby, apartment lobby, a restaurant, or a gym to which the public has access, then clearly appropriate arrangements cannot be made as called for in the statement, whereupon the problem disappears.

2.5 Lakefill Policies

The proposed Central Waterfront Plan states that Council will seek to prevent filling of "Toronto Bay, the Outer Harbour, or of any

channels, slips or lagoons connected therewith, or of Lake Ontario within the boundaries of the City of Toronto", except in "exceptional cases" where the filling:

"a) has been the subject of a formal environmental assessment, where required by law or required by directive, decision, or order by the Government of Canada or by a Minister thereof;

b) will have minimal negative impact on water quality and circulation, and in particular will not impede the Hearn Generating Station plume, the dispersal of effluent from the Main Sewage Treatment Plant, or the exchange of water beween Toronto Bay, the Outer Harbour, and Lake Ontario;

c) does not reduce the opportunity for public views of the waterfront;

d) does not significantly reduce opportunities for small craft boating; and

e) will be scheduled and carried out in a manner that will maximize public access to lands that are normally publicly accessible."

This Section also states that Council will seek the co-operation of appropriate government bodies and public agencies to implement this policy and take any necessary steps to ensure that filling adjacent to the Exhibition District and the Outer Harbour Headland will be used for parks and recreation uses.

The Toronto Harbour Commissioners staff report indicates opposition to these policies on the basis that they will reduce the Commissioners' ability "to make creative use of fill material for recreational and industrial purposes, and because these policies conflict with the recommendations of the Port Industrial Development Task Force report. On the other hand, concern has also been expressed (see particularly comments of Mr. Stephen Price of the Friends of the Spit and the comments of S.C.O.W. in their letter of January 20th, 1983), that the policies are inadequate as they relate to the continued filling on the Outer Harbour Headland.

Having considered the concerns raised in respect to the proposed lakefilling policies, it appears that the substance of the proposed general policy to prevent further filling except where specific criteria are met is an appropriate and defensible one which is consistent with provincial and federal legislation and does not unreasonably restrict the activities of the Toronto

Harbour Commissioners. However, the statement has been reworded to place greater emphasis on the need to ensure that any filling activity complies with the recommended criteria, rather than on Council's general intention to prevent all filling activity except in exceptional cases.

This is important because there are plans in preparation which could involve lakefilling. These include plans to fill adjacent to the triangle of land at the foot of Leslie Street for an expanded industrial park, and the possibility of fill adjacent to the neck of the Outer Harbour Headland for boating facilities, and possible minor filling in the boat mooring basin adjacent to Bathurst Quay.

The revised statements are not very different from the original statements. However, lakefilling will be supported by Council if it meets certain conditions, not just in "exceptional circumstances". Council must be satisfied, among other things, that there is a clear public benefit in creating the land, that the land for the proposed use is in the best location, and that, when a formal environmental assessment is not required, the environmental consequences are acceptable and will be minimized.

The revised statement on lakefilling reads as follows:

> "It is the policy of Council that within the City of Toronto the creation of new land in Lake Ontario, or any bay, channel, slip or lagoon connected therewith, shall take place only where Council has indicated in the zoning by-law, prior to the commencement of lakefilling, the use to which the land created by lakefilling may be put. Minor lakefilling for the purpose of stabilizing an existing shoreline is exempt from this provision.
>
> Before approving an amendment to the zoning by-law to permit the proposed use of any area suitable for lakefill, Council shall be satisfied that:
>
> (a) There is a clear public benefit in creating the land;
>
> (b) this is the best location for the land for its proposed use;
>
> (c) there will be a minimal negative impact on water quality and circulation, and, in particular, the Hearn Generating Station plume, the dispersal of effluent from the Main Sewage Treatment Plant, or the exchange of water between Toronto Bay, the Outer Harbour, and Lake Ontario will not be impeded;

(d) the lakefilling has been the subject of a formal environmental assessment, or, where this is not required, an appropriate written analysis of the environmental impact shows that the environmental effects are acceptable and will be minimized as far as possible;

(e) except where the water's edge will be used for shipping or industries requiring direct access to shipping facilities:

i) advantage has been taken of the new shoreline for public recreation, with no decrease in overall recreational opportunities;

ii) existing recreational boating opportunities will not be reduced and new recreational boating facilities will be provided where appropriate;

iii) the lakefilling will be carried out in a manner which maximizes public access to lands that are normally publicly accessible.

In order to implement this policy, Council will seek the co-operation and comments of appropriate government bodies and public agencies, including the Toronto Harbour Commissioners, and nothing in this section shall be construed as limiting the powers of the Toronto Harbour Commissioners regarding shipping and navigation."

As can be seen, the revised statement would allow lakefilling where Council has identified the area as suitable for lakefill, by permitting the use to which the land will be put by way of an amendment to the Zoning By-law. This allows a simpler process than in the original version since only a rezoning will be required to permit lakefilling. The Medical Officer of Health is not in support of the revised version (see his letter - Appendix B), mainly because of uncertainties relating to the quality of fill and its impact on drinking water. However, it appears that these concerns can be dealt with by Council when the environmental impact report (or formal environmental assessment) is prepared for a given lakefill site and filling method.

This whole statement will be included in the Official Plan with other environmental policies which will be adopted in the near future because it applies to the whole of the City's Waterfront, not just the Central Waterfront. In order to leave the location of the statement in the Official Plan flexible no Official Plan numbering has been suggested in this report.

However, the following statement, which used to be included as a sub-section of the original statement on lakefilling, is proposed to be retained within the part of the Official Plan dealing with the Central Waterfront. This is because both the areas referred to are within the Central Waterfront.

> "Council will take all necessary steps to ensure that any land created by filling in Lake Ontario adjacent to the Exhibition District and the Outer Harbour Headland will be used for parks, recreational and ancillary uses and that no such filling is undertaken without regard for its visual effect on the enhancement of the Exhibition District or the Outer Harbour Headland and the public enjoyment of such areas."

2.6 Zoning of Lands Covered By Water

The Proposals report stated that the City would examine further the desirability of zoning land covered by water. The purpose of such zoning would be to restrict the uses for which land created by fill could be used.

The City's policies on lakefill are clearly set out in Section 2.5 of this report and will be incorporated into the Official Plan. The Official Plan statements inform other levels of government and private individuals of the City's position regarding lakefill, and the appropriate approval process, without the additional step of zoning the water.

The added protection that zoning the water for water uses only would provide would be to prevent private landowners and agencies bound by the City's zoning by-law from using any land created by lakefill, except for water uses. However, in almost all situations land created by lakefill in the City of Toronto would be created by a higher level of government or a government agency which would be exempt from the zoning by-law. This is because practically all the present shoreline in the City is owned by these government bodies, and normally water lots are only granted to the owners of the adjacent land. Furthermore, in all cases an applicant for a water lot must have access across the shoreland to public roads, which would be unlikely to be provided by a government agency or a private owner. The water lots themselves are owned either by the Federal Government (within the Harbour) or the Province. The Official Plan policies would state the City's position to these higher levels of government and zoning would add nothing.

Zoning the water also has technical problems which are surmountable, but make the blanket use of such zoning undesirable. It is difficult to accurately map shorelines which are subject to

natural change, and it also is hard to define all the uses which may be appropriate for open water areas such as pipelines, recreational uses, environmental conservation uses, shipping uses, etc.

If lakefilling was beginning in an area without Council's approval as required by the Official Plan lakefill policy, Council could still zone the water for recreational or open water uses so that if the land is created it would be zoned for those uses only. However this would only be significant in the few possible cases in which the proponent of the lakefill would be bound by the new zoning.

For these reasons, it is therefore recommended that the City not zone the land under water except either when a specific lakefill proposal has been approved by the City, the zoning to reflect the proposed use of the land, or when unapproved lakefill commences, the zoning to permit only open water or recreational uses.

2.7 Organization of Environmental Policies

Since the Proposals Report was released considerable work has been done on various environmental policies for the City's Official Plan. The policies cover i) the environment in general, including such matters as air, water and noise pollution, and ii) revised ravine policies. Each of the reports on the two main policy areas is at different stages in the approvals process. In addition, the Proposals report proposed the Environmental Resource Area statements and designation for inclusion in the Official Plan in a new section on the Environment, as well as proposing several general statements on environmental policy which would only apply to the Central Waterfront.

In order not to create any problems with the arrangement of the Official Plan policies on the environment when they are adopted, the Environmental Resource Area statements are now not proposed for any particular place in the Official Plan. They are simply recommended for adoption as Official Plan policies to be located with other policies on the environment.

Similarly, the statements regarding the environment and environmental quality for the Central Waterfront have not been numbered so that they can be located in the most appropriate place in the Official Plan - either with other environmental policies or with Central Waterfront policies. The general environmental policies for the City are under preparation and should be completed this year. It is possible that the adoption of the overall environmental policies will render some of the environmental policies for the Central Waterfront redundant.

Any technical problems created by the early adoption of the environmental policies for the Central Waterfront should be dealt with when the City-wide policies are adopted. It does not seem desirable to further delay protecting the Central Waterfront's environment.

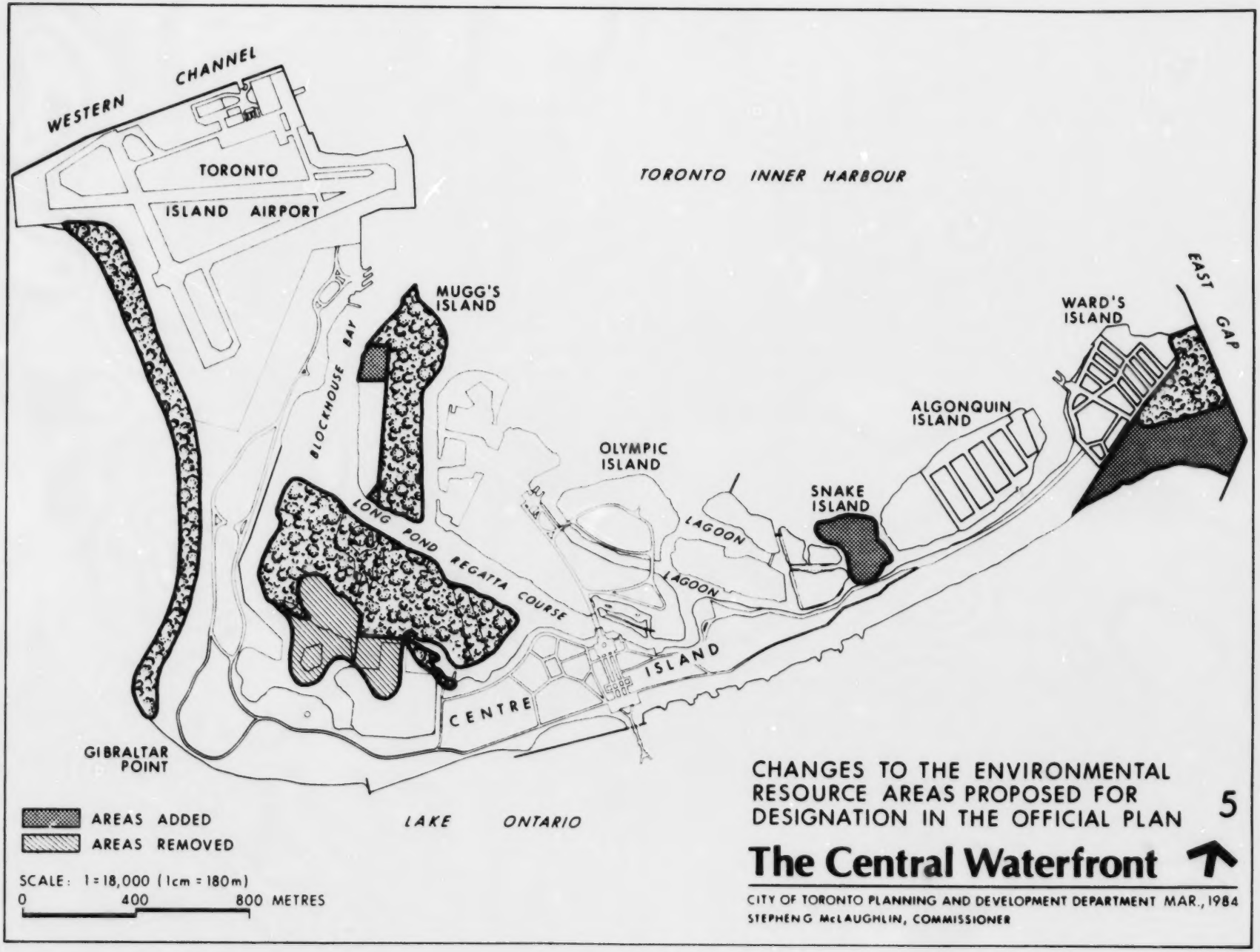
A new statement is suggested for inclusion in the Central Waterfront section of the Official Plan which stresses the importance of the environmental resources in the Central Waterfront, as follows:

> "Section 5.A.18 -- Council recongizes that the Central Waterfront is particularly well endowed with significant environmental resources and amenities, and that therefore in the Central Waterfront special regard should be had for the environmental policies in this plan."

Lakefill policies are discussed in Section 2.5 of this report.

2.8 Environmental Resource Areas

The Proposals Report identified five Environmental Resource Areas, four on the Toronto Islands and one on the Outer Harbour Headland - in which the special environmental features of the area should be protected according to the policies for Environmental Resource Areas as set out on pages 108 and 109 of this report.



CHANGES TO THE ENVIRONMENTAL RESOURCE AREAS PROPOSED FOR DESIGNATION IN THE OFFICIAL PLAN

5

The Central Waterfront

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT MAR., 1984

STEPHEN G McLAUGHLIN, COMMISSIONER

The boundaries for the Environmental Resource Areas (ERAs)used in this report include almost all the land in Enviromentally Significant Areas as shown in the report from the MTRCA, with some additional areas included by the City in the Proposals Report. These additional areas have been retained where it was felt that the characteristics of the area were very similar to that of the Environmentally Significant Area designated by the MTRCA. The lands which have now been excluded from the ERAs are either developed areas for the filtration plant, parking or storage, or grassed and mown areas which have been in that state for several years. Snake Island is now included as an Environmental Resource Area.

The ERA along Hanlan's beach and sand dune area still covers the western edge of the Toronto Island Airport in the lands referred to as the Toronto Island Airport Parklands, although the area was bulldozed about two years ago and is not included in the MTRCA's environmentally sensitive areas. The relatively rare plants are reestablishing themselves, and some areas of wet meadow still exist. With time and proper management these areas should be as important as they once were. The levelling of the area should not have occurred since the Toronto Harbour Commissioners were aware of its significance and had even posted signs through the area stating that it was environmentally significant and therefore requesting the public to keep out.

Map 5 shows the changes to the Environmental Resource Area boundaries from the Proposals report to this report.

The proposal to designate a portion of the Outer Harbour Headland an Environmental Resource Area provoked considerable discussion. This issue is discussed in Section 3.6.

2.9 Flood Hazard Lands

A general concern related to the proposed environmental policies for the Central Waterfront was raised by the Metropolitan Toronto and Region Conservation Authority. In its letter of September 7, 1982, the Authority drew attention to the fact that the City's Official Plan did not include "hazard lands" policies related to the Lower Don Floodprone Area, nor did the proposed plan policies for the Central Waterfront.

At present, the Ministry of Municipal Affairs and Housing and the Ministry of Natural Resources are preparing guidelines for development in floodprone areas. These guidelines are to be issued as policy statements under the provisions of the new Planning Act. Because these guidelines have not yet been adopted by the Province, it is not the appropriate moment to adopt "hazard land" policies regarding the Lower Don Floodprone Area. However,

the City has had extensive discussions on hazard land policies with the two Provincial Ministries and the Metropolitan Toronto and Region Conservation Authority and will pursue the matter further, once the Provincial policies have been finalized.

The only areas that are considered susceptible to a flood with a 350 year probability (the design flood for Provincial policies) are the Port Industrial District and, to a lesser extent, parts of the East Bayfront. The maximum flood depth for this unlikely flood event is estimated at only one metre in the Port Industrial District, with extremely low levels outside this district. Since industrial uses can easily flood proof to a maximum height of one metre, no changes are required to the policies for the Port Industrial District or the East Bayfront as a result of flood susceptibility.

2.10 Request for Boats to be Connected to Municipal Utilities and Services

The Proposals report suggests that Council adopt a policy of treating requests to connect boats to municipal services on a long-term basis as though they were considering a request for a new use of land, and thereby ensure that it is appropriate. At the Central Waterfront Planning Committee meetings the view was expressed that the City should discourage year-round or long-term houseboating or other residential boat uses. This position was generally accepted at the meeting. On further consideration it appears that the original statement provided the City with adequate protection from undesirable houseboating proposals, while still leaving the possibility open for a use which could add colour to the Waterfront. However, it should be noted that houseboating is unlikely to become popular due to the climate.

The revised wording for the preamble to Section 5.A.18 proposed by the Central Waterfront Planning Committee but not used in this report was as follows:

"5.A.18

In considering requests for long-term water and sewage connections for moored vehicles in the Central Waterfront, it is the policy of Council to consider the use of the moored vessel as a land use. In this context, it is the policy of Council to discourage long-term residences and to ensure that other uses are appropriately located."

2.11 Proposed "Gm" Zoning

Section 6 of the Proposals report includes a proposal to introduce a new zoning category to specifically permit boating and related uses such as marinas, boat clubs, and sailing schools. The introduction of this designation would permit uses which are not presently specifically permitted by the Zoning By-law, and provide a tool for restricting these uses to defined areas. In the Proposals report, the proposed zoning maps applied the Gm zoning designation only to areas presently used for boating. It is now proposed to include the Open Space parts of the Outer Harbour Headland in the Gm zoning.

The objections to the Gm zoning category, as opposed to the areas to which the zoning has been applied, came from the Toronto Harbour Commissioners and the Metropolitan and Toronto Region Conservation Authority (MTRCA).

The MTRCA was concerned that the list of proposed uses did not adequately cover all boating uses. In addition the Authority did not want to go through a rezoning to gain permission for new boating areas. The Toronto Harbour Commissioners were concerned because they felt that the Gm zoning was "aimed at regulating matters within the jurisdiction of the Toronto Harbour Commissioners". In addition, they felt that the Gm zoning "would make it virtually impossible to combine boating with other uses such as housing or industry".

The list of boating uses proposed for the Gm zone has been expanded and now covers all boating uses that can reasonably be expected. The City Legal Department is of the opinion that the City may zone land areas for marina type uses notwithstanding the powers of the Toronto Harbour Commissioners. Given the potentially competing interests of recreational boaters and other waterfront recreational and industrial uses it seems appropriate to establish a zoning category specifically to permit boating and related activities.

Regarding the concerns that with the Gm zoning a new boating use will require a rezoning and also cannot be combined easily with other uses, it should be pointed out that at present a marina and most other boating uses are not permitted by any zoning category. The Gm zoning will permit these uses. In this Final Recommendations Report the Open Space area of the Outer Harbour Headland is now proposed to be zoned Gm, allowing the establishment of as-of-right new boating facilities in this area.

The revised proposed zoning is shown here:

"Gm District

1) No person shall within any Gm district use any lot or erect or use any building or structure for any purpose except for any G use, or one or more of the following Gm uses, namely:

a) a park;

b) a marina;

c) a recreational boating use, including but not limited to, a boating club, a boating school, boat rentals, boat launching and boat storage;

d) a business for the repair or maintenance of recreational boats or boat equipment; or

e) any use which is accessory to any of the forgoing uses;"

2.12 Relationship of Proposals Report to Policies for the Railway Lands

During the June 23rd, 1982 public meeting, one Planning Board member, Mr. George Hislop, noted the importance of co-ordinating the planning of the Central Waterfront and the Railway Lands. Although the Railway Lands are to be the subject of a separate Part II Plan, considerable care has been and will continue to be taken to ensure co-ordination in the planning for these two areas, particularly with regard to transportation, as noted in the following Section.

2.13 Transportation Policies for the Central Waterfront

Section 2.9 of the Proposals report noted that, while general transportation policies were put forward in the proposed plan, recommendations for specific transportation improvements were not. As noted in Section 2.9 of the Proposals report, this approach was taken primarily because a number of major transporation studies affecting the Central Waterfront were then underway.

The main studies mentioned: The Accelerated Rapid Transit Study, The Central Area Traffic Management Study and the Central Waterfront Transportation Study, covered much larger areas than this plan and have since been completed. Important new studies on specific issues have resulted from the above more general projects. The GO-ALRT Lakeshore Corridor Study is examining the best corridor location for a new exclusive right-of-way GO line, while the Downtown Rapid Transit Project is evalutating potential

Toronto Transit Commission relief transit lines. These two studies have some overlap. The resulting choice of a corridor will affect the level of public transit service in the Central Bayfront.

The Central Waterfront Transportation Study (CWTS), prepared by Metro and released in May 1983, which deals with improvements needed for the Central Area, the Railway Lands and the Central Waterfront, looks at transportation issues from a regional perspective. It identifies various options to increase regional road and transit capacity to accommodate certain projected levels of commercial development in the Central Area, the Central Bayfront, Harbourfront, and the Railway Lands areas.

The City formally commented on the plan in November 1983. The City approved the overall system map in the plan "as the framework for future decisions regarding transportation improvements in the Central Waterfront area," with certain qualifications. This plan shows the Gardiner Expressway widened by one lane in each direction west of Strachan Avenue, the Front Street extension leading into the Gardiner Expressway near the Exhibition, several local road and bridge improvements, and other regional road improvements. The City wanted some changes and new studies on certain aspects of the road scheme affecting the Central Waterfront, for example:

(a) a redesign of the Front Street extension; and

(b) for Metropolitan staff to examine proposals for modifying the Gardiner Expressway/Lake Shore Boulevard ramp system.

However, there was quite strong agreement between the City and Metro staff on the necessary road changes to accommodate projected development levels. Metro Council has not yet dealt with the Central Waterfront Transportation Study and the comments it has generated.

The Central Waterfront Transportation Study also put forward public transit improvements. Due to the ongoing GO-ALRT and Downtown Rapid Transit Project, the City did not endorse the specific alignments and systems shown in the Central Waterfront Transportation Study. As far as a separate right-of-way LRT service along Queens Quay for Harbourfront, as proposed by the Central Waterfront Transportation Study, staff recommended that the exclusive right-of-way west of John Street be beside Lake Shore Boulevard. Council requested City staff to work together with Toronto Transit Commission staff and Metro staff on the proposal. The City did endorse an early start to an ordinary street car service along Queens Quay.

The City's proposals regarding expressways and ramp realignments and removal were first put forward in the Railway Lands Development Concept, which was released after the Central Waterfront Transportation Study and many of the City comments relate to the Development Concept.

In this regard, it should be noted that the preliminary road and block pattern for the Railway Lands described in the report of September 7, 1982, entitled Proposed Pattern of Blocks and Streets on the Railway Lands - Progress Report II, was developed with reference to the particular transportation opportunities and constraints presented by the Harbourfront development and the rest of the Central Waterfront.

The densities recommended for the Central Bayfront have been tested assuming that the framework of improvements proposed in the Central Waterfront Transportation study will be implemented. These densities are compatible with the regional transportation network, but require that local access be greatly improved. In particular, the ramps must be reorganized to open up the land parcels and the road system normalized.

As described above, there is still a lot of continuing work on transportation that will affect the Central Waterfront. However, considerable progress has been made since the Proposals report.

Further work will be required, to make the conclusions of the current round of studies compatible, and to ensure that in areas where development requires a Part II Official Plan that the development potential is allocated and phased in keeping with transportation improvements.

2.14 Waterfront Public Improvement Program

The Proposals report calls for a further report on a Waterfront Public Improvement Program which discusses the public improvements needed in the Central Waterfront, implementation of these improvements, agencies to be involved and possible methods of cost recovery. This report is in preparation.

2.15 New defined term "Park"

The Proposals report suggested that a new defined term "park" should be added to the zoning by-law to create a zoning category which covered parks owned, or run, by governments or agencies other than the City. At that time there was no zoning which permitted parks run by Metro, the Province, or government agencies. Since releasing the Proposals report an amendment to the existing defined term "public park" has been approved which

permits these types of parks. The new defined term reads as follows:

> ""public park" means land which is used for public recreation and which is owned by or leased to a government or a governmental authority or agency"

2.16 Changes requested by the Central Waterfront Planning Committee

The Central Waterfront Planning Committee recommended that two statements be revised so that the intent of the statement was clear. The Central Waterfront Planning Committee adopted revised versions of these statements which are acceptable to the Planning and Development Department. The original version and the proposed revision for each statement is given below:

1) Section 5.A.11(c)

> "In addition to Section 5.20, Council will seek ways and means to reduce the barrier effect of the Railway Lands and of the Lake Shore/Gardiner road system and the rail corridor outside the Railway Lands through:
>
> original
>
> c) seeking to prevent the development of new structures that would add new barriers between Toronto Bay and the rest of the City."

The concern expressed was that sub-section c) might appear to prevent the construction of any new buildings.

The revised wording is:

> "c) seeking to prevent the development of new physical or psychological barriers between Toronto Bay and the rest of the City."

2) Section 5.A.13

> "Council will seek to ensure that a wide range of recreational boating opportunities is available in the Central Waterfront, and in particular, that:
>
> original
>
> b) sailboats are able to take advantage of the sheltered waters of Toronto Bay and the Outer Harbour, provided that congestion in the gaps

and Bay are kept within safe and acceptable limits".

The concern in this case was that sub-section (b) appeared to be discussing emergency use of the Bay and Outer Harbour under certain condition, rather than the provision of moorings in these areas under certain conditions.

The revised version is:

"b) sailboat moorings are provided on or adjacent to the sheltered waters of Toronto Bay and the Outer Harbour, provided that congestion is kept within acceptable limits."

3. District and Site Specific Issues

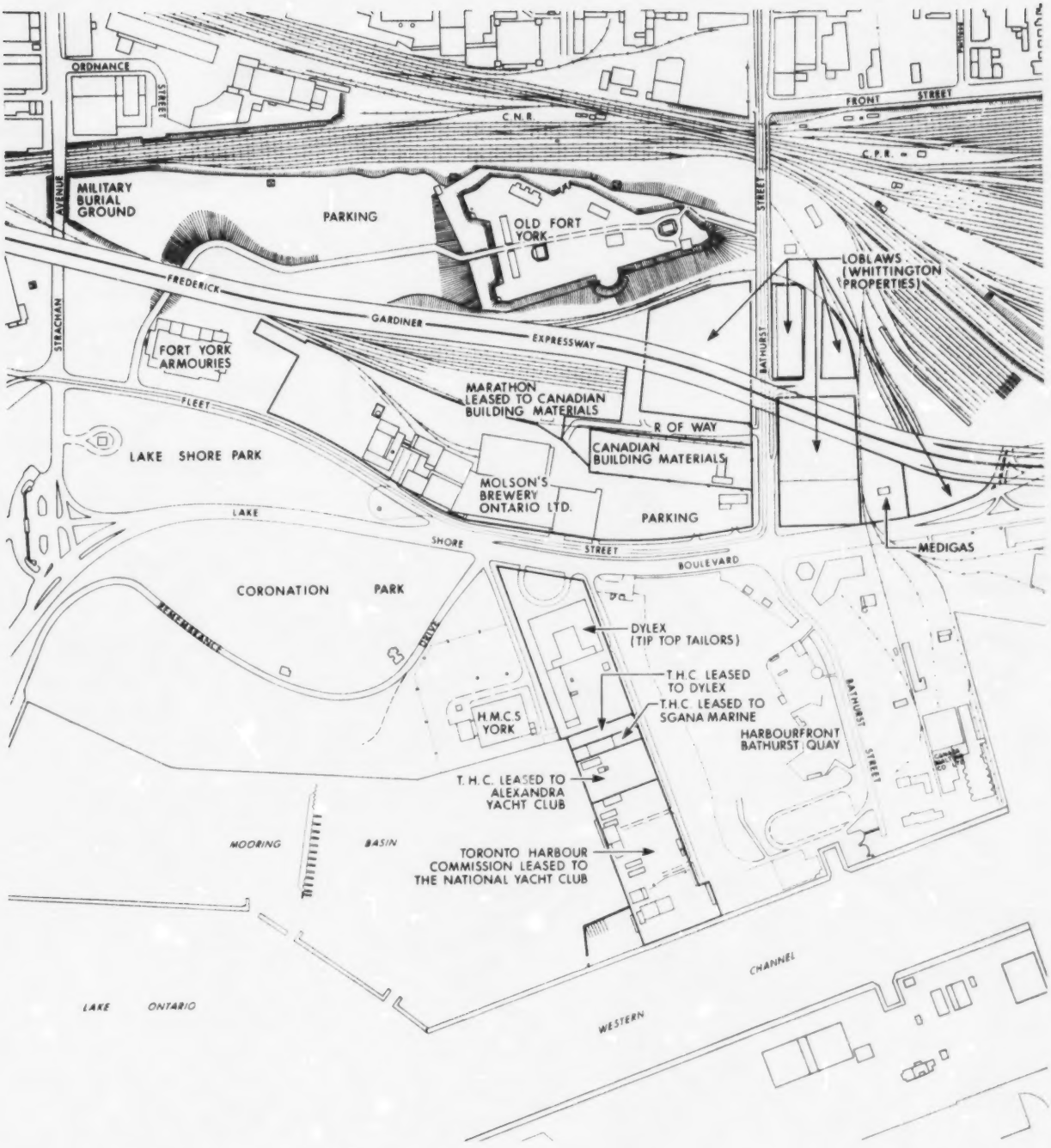
3.1 Exhibition District

The most significant change in the Exhibition District is that Metro has proposed a redevelopment scheme for the area including a domed stadium and a trade centre. Since the spring of 1982, a joint planning study has been proceeding for the redevelopment of Exhibition Place involving staff of the Province, the Metropolitan Corporation, the City, Ontario Place, the Canadian National Exhibition and other organizations. On August 4, 1983 a proposal was released which envisions: the construction of a new 55,750 square metre trade centre complex integrated with a renovated Better Living Centre, the Queen Elizabeth Building and a new 65,000 seat covered stadium; the relegation of most parking to new parking structures; and the creation of additional landscaped open space; the continued renovation of most of the historically listed structures for cultural, entertainment and trade purposes; and, improved linkages to abutting recreational areas through additional bridging over Lake Shore Boulevard and the creation of a boardwalk/bicycle path overlooking Lake Ontario to connect with the western beaches and Harbourfront recreational paths. City participation in this planning process has been undertaken with full regard for the objectives adopted by Council on May 20, 1982 and the policy statements contained in Sections 5.A.42 to 5.A.46 of this report. Although the Provincial Stadium Study Committee chose Downsview Airport as the preferred location for a new stadium, the future location of the stadium has not yet been resolved.

As Section 209 of the Municipality of Metropolitan Toronto Act governs permitted uses for Exhibition Place and provides the Metropolitan Corporation with all powers required for the full and effective use of the lands, the City's development control powers are minimal in respect to Exhibition Place.

A major concern in the Exhibition District was the proposed designation of the small industrial area at the foot of Bathurst Street at Lake Shore Boulevard West and Fleet Street as a Restricted Industrial Area and the proposed rezoning to I2D3.

Dylex and Molsons both prepared written objections, specifically objecting to the removal of their commercial permission, the lowering of densities, and, in the case of Dylex, to the lack of any residential permission across the street from the residential development on Bathurst Quay. In addition, concerns were raised about the compatibility of industrial uses on the east side of Bathurst Street north of the Lake Shore with a proposed residential neighbourhood north of the Gardiner in the Railway Lands.



THE BATHURST STREET AND
LAKE SHORE BOULEVARD WEST AREA 6

The Central Waterfront

REDUCED DRAWING

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT MAR., 1984
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The planning proposals for the whole district have been reassessed, and a decision taken to recommend that the area north of Lake Shore Boulevard West be designated as a General Use Area (one of the industrial categories used in the City) and zoned IC (a mixed industrial commercial zoning). This zoning permits the same existing industries as-of-right as the proposed I2 zoning, except that the armouries would now become non-conforming. An additional exemption is proposed here for the Fort York armouries to make a use in conformity with the zoning. However, no exemption is presently recommended for the CBM concrete batching plant just south of Fort York. This is because it is a dusty and relatively noisy operation that is not a desirable neighbour for Fort York or existing industry nor does it currently conform to the zoning. In the new I zones, which are replacing the former C zones in the City's Zoning By-law, this batching plant use is an I4, heavy industry use. An I4 use is not appropriate in the long run so close to so many significant recreational facilities. If these recommendations are adopted the CBM use would remain a legal non-conforming use, as it is today.

The IC zoning will permit the existing industries to remain, and allow new compatible industrial operations to locate in the area. However, on these sites, offices and retail stores would be allowed, a policy which would continue the current permission for offices and retail stores in this area.

In addition, the IC zoning will be more compatible with the proposed residential uses on adjacent sites in the Railway Lands. The industrial use list for an IC zone does not permit those types of industry which are likely to be considered bad neighbours to housing developments.

The Dylex site is discussed separately, (Section 3.1.1 below).

For the rest of this small industrial area, the proposal is that most sites will be designated as a General Use Area and zoned IC D3 N1.5, the exception being the Molson property. This zoning permits densities of up to three times the area of the lot of which some or all can be used for industrial use alone, or in combination with up to 1.5 times the area of the lot in commercial use. This allows considerable expansion on the sites except for 500 Lake Shore Boulevard West, the Loblaws warehouse. On this site is a four storey building with a useable basement that completely covers the lot, to which building only minor additions would be permitted.

On the Molsons property a zoning of IC D4 N1.5 would be permitted. The additional industrial density can be accommodated on this large site, and may be required by Molsons for further expansion of their operation on the site. In order to give Molsons the

flexibility that this existing major industry may need in the future to remain in this location, an additional 1.0 times the area of the lot of industrial density is considered appropriate.

It should also be mentioned that the boundary of the Central Waterfront has now been extended a small distance northwards to Housey Street, so that the whole of the property and building at 500 Lake Shore Boulevard is included in one planning area. In the Proposals report the boundary was at the Gardiner Expressway, which was the southern boundary of the Railway Lands. However, the Gardiner goes over the building on the site with part of the building south and part north of the roadway. The Part II Official Plan for the Railway Lands will also reflect this suggested boundary adjustment to allow the warehouse to be in one Official Plan and Zoning District.

The Metropolitan Toronto Planning Commissioner has expressed concern that Section 5.A.40, in conjunction with the proposed "G" zoning might not permit hotel uses which the Metropolitan Corporation is considering as an option for the Exhibition Place redevelopment. Section 5.A.41 is intended to permit the introduction of uses such as an hotel if they also meet the criteria set out in Section 5.A.40. Whether an hotel does meet these criteria depends both on the specific hotel and on the overall redevelopment plans for Exhibition Place. It is not desirable to permit new uses such as an hotel as-of-right in the Zoning By-law because they should be accessory to the main role of Exhibition Place and have positive benefits for the area.

3.1.1 Dylex Limited

This site was included as part of the Restricted Industrial Area within the Exhibition District in the Proposals report. The Restricted Industrial Area has been re-evaluated as discussed in Section 3.1 of this report. Although the Official Plan designation and zoning proposed here are in keeping with the proposals for the rest of this limited industrial area, policies have been specifically tailored to the Dylex site. This is because the Dylex site is adjacent to future residential development on Bathurst Quay, includes a building on the Toronto Historical Board's first list of significant buildings for future designation under the Ontario Heritage Act, is currently largely used as offices and is now designated in the adopted Official Plan as part of the Central Harbour which designation permits a wide variety of uses. The rest of this small industrial area is designated Area of Industry in the existing Official Plan.

A number of meetings have been held with representatives of Dylex Limited, which owns and has its head office in tne Tip Top Tailors building on Lakeshore Boulevard west of Stadium Road. Dylex has

also made written submissions objecting to the designation of its site in the Proposals report for industrial uses. The company's reasons can be summarized as follows:

(i) The Dylex property is already more than fifty percent office space. The conversion of additional industrial floor space to office use in the medium term, and the need for additional new floor space beyond that contained in the existing building are anticipated.

(ii) The current zoning of the site permits office uses to a maximum density of seven times the area of the lot.

(iii) The Dylex property is immediately adjacent to the Bathurst Quay portion of Harbourfront, and the uses permitted on the Dylex site should be compatible with adjacent mixed use development on Bathurst Quay.

The proposal in this report for the Dylex property is that the site (and the Toronto Harbour Commissioner site to the south, see section 3.1.2 of this report) will be included in the Harbourfront and Adjacent Areas. This district is a mixed-use district, in which both residential and commercial uses as well as compatible industrial uses would be permitted. The densities permitted by the Official Plan would be three times the area of the lot, and residential uses would only be allowed through a rezoning where any remaining industrial uses in the building are compatible with the residential use. Density up to 25% of the permitted density could be exempted from calculations of the permitted density if the architecturally significant building is preserved on redevelopment of the site. The proposed IC D3 N3 zoning permits densities up to three times the area of the lot for either industrial uses or commercial uses or a combination of the two. Residential uses would only be allowed by means of a rezoning to ensure that any possible problems connected with adjacent industrial use would be adequately handled.

The specific policies for this site are found below:

"5.A.22

The Harbourfront and Adjacent Area District is largely in public ownership and is suitable for development from predominantly industrial and vacant land to a mix of residential, commercial, recreational and cultural uses in accordance with the Harbourfront Part II Plan, the Terminal Warehouse Part II Plan and the sub-sections below.

5.A.23

In that part of the Harbourfront and Adjacent Areas District west of Stadium Road, it is Council policy to encourage the retention of recreational boating facilities and any historic building, while permitting the introduction of residential and further commercial uses which complement the residential and mixed-use development on the remainder of Bathurst Quay. Therefore, with due regard to the above concerns, Council may pass by-laws to permit:

(i) buildings containing recreational uses;

(ii) buildings containing commercial, residential, and recreational uses compatible with adjacent and neighbouring residential uses, alone or in combination; and

(iii) industrial buildings or uses which are environmentally compatible with adjacent and neighbouring residential uses, alone or in combination with commercial and/or institutional uses;

up to an aggregate gross floor area of 3.0 times the area of the lot.

5.A.24

Notwithstanding the provisions of Section 5.A.28(b), in order to encourage the preservation of the building known municipally, on January 1st 1983, as No. 637 Lake Shore Boulevard West, such building having been designated by Council as having architectural value or interest under the Ontario Heritage Act, Council may, on the application therefore by the owner of the lot which contains the said designated building, pass by-laws to permit the exclusion of the gross floor area of the designated building, or portion thereof, which is retained in the new development, from the calculation of the maximum permissible density of the new development on the lot, provided that:

(i) where only a portion of the designated building is retained, such portion contains features of architectural value or interest; and

(ii) the relationship between the said designated building, or portion thereof, and the new

development on the lot will be, in the opinion of Council, such that the quality and character of the designated building will be respected; and

(iii) the gross floor area excluded does not exceed twenty five percent of the maximum gross floor area permitted on the lot by Section 5.A.23; and

(iv) the retention, maintenance, and use of the said designated building, or portion thereof, are secured by the City by an appropriate legal agreement.

For the avoidance of doubt, a by-law passed under this Section may permit the gross floor area to be used for any purpose set out in Section 5.A.25."

3.1.2 Stadium Road Yacht Club sites

The sites of the National Yacht Club, the Alexandra Yacht Club and Sgana Marine on Stadium Road, facing the large marina basin, are owned by the Toronto Harbour Commissioners. The Toronto Harbour Commissioners objected to the proposed Open Space designation of these lands and the Gm (marina) zoning. Their objection is that the recommendations "will prevent the development of these properties to their full potential". The Commissioners also objected to Gm zoning in general, partly because it made it "virtually impossible to combine boating facilities, with other uses, such as housing or industry".

The Commissioners hired planning consultants to prepare a plan for the Stadium Road sites. Staff indicated that the Commissioners were interested in redeveloping the marina and lands west of Stadium Road to:

a) increase the number of mooring spaces by providing docks rather than swing moorings;

b) provide adequate club facilities for the two existing clubs;

c) provide a public pedestrian promenade along the waters edge; and

d) provide parking for the boating facilities;

while also providing housing and/or commercial development on the lands.

In the abstract these are laudable goals which if realized could benefit everyone. However, there are considerable difficulties in meeting all these goals at once on a limited land base. Because

this land is adjacent to the boat basin and has been the location of two yacht clubs for more than 50 years, the Toronto Harbour Commissioners lands are shown as Open Space and zoned Gm (marina uses) in the Proposals report. However, due to the objection of the Toronto Harbour Commissioners it is suggested that the land be included within the Harbourfront and Adjacent Areas District, which would permit densities of up to 3 times the area of the lot for residential, commercial, recreational and institutional uses by way of a rezoning. The rezoning would be dependent on the mixed-uses being satisfactorily included within a scheme that properly provides club houses, parking and any other necessary facilities as the land base for a major boat mooring area, facilities for the community including a waterfront promenade, views, and access to the water. Redevelopment of these sites could improve the aesthetics of the area, complement the housing proposed for Bathurst Quay by Harbourfront Corporation, and provide public access along an important stretch of the Waterfront which is currently inaccessible to the public.

In the meantime, the sites would be zoned CR L0.5 U100 - the lowest density mixed commercial-residential zoning in the City, with specific permission for all recreational boating uses and boat repair shops. This zoning reflects the fact that the City intends the sites eventually to be used for residential and commercial uses, as well as recreational boating uses. In order to prevent any redevelopment that might squeeze out the yacht club or remove the parking that currently exists, prior to rezoning under the official plan provisions, there will be site specific amendments to the CR L0.5 U100 zoning to disallow any residential development and to reduce the commercial permission still further to only 0.25 times the area of the lot. Through a rezoning application which meets the criteria set out in Sections 5.A.23 and 5.A.25 of this proposed plan the full density of 3 times the area of the lot would be available for a mixed use development.

The specific policies for the Stadium Road Area are Sections 5.A.23 as set out in Section 3.1.1 above, and Section 5.A.25 and 26 as set out below:

"5.A.25

And therefore on 2, 6, 10, 24, 40, and 50 Stadium Road, with due regard to the concerns listed in Section 5.A.28 above, Council may pass by-laws to permit:

(a) buildings containing recreational and commercial uses to a maximum density of 0.25 times the area of the lot.

(b) on the application therefore by the owner of the lot:

buildings containing commercial, residential and recreational uses, alone or in combination, compatible with adjacent and neighbouring uses, up to an aggregate gross floor area of 3.0 times the area of the lot, except that if a significant proportion of the lot is developed to a much lower density, the overall density on the lot may be reduced so that buildings on the remainder of the lot will generally be less than 25 metres high and in keeping with the scale and character of the residential development on the rest of Bathurst Quay.

5.A.26

Prior to passing by-laws referred to in Section 5.A.25 Council shall be satisfied that:

(a) the lands will accommodate the land based uses necessary for recreational boating in the adjacent Mooring Basin, including parking, club or marina space, and ancillary storage for which other appropriate locations have not been provided;

(b) every reasonable effort has been made to accommodate the National Yacht Club and the Alexandra Yacht Club;

(c) wherever possible views of the water from public streets and pedestrian access to the water's edge, and a water's edge promenade have been secured; and

(d) that new land created by lakefill serves the boating community and/or the public interest, and does not adversely affect the functioning of the boat mooring basin.

Design guidelines will also be prepared for this site and sent to Council for their adoption, to guide the Toronto Harbour Commissioners in their planning for this property.

3.2 Harbourfront and Adjacent Areas

Although the Board of Trade and Mr. Martin Amber raised some concerns over the City's policies for the Harbourfront lands, these policies are not dealt with in the Proposals report, but are the subject of Part II Official Plan Amendments and

separate zoning by-laws which have been approved by the Ontario Municipal Board. These concerns are therefore not dealt with in this report.

However, the Harbourfront area has been expanded to include that part of Bathurst Quay, west of Stadium Road (see Sections 3.1.1 and 3.1.2), and the district has been renamed the Harbourfront and Adjacent Areas District.

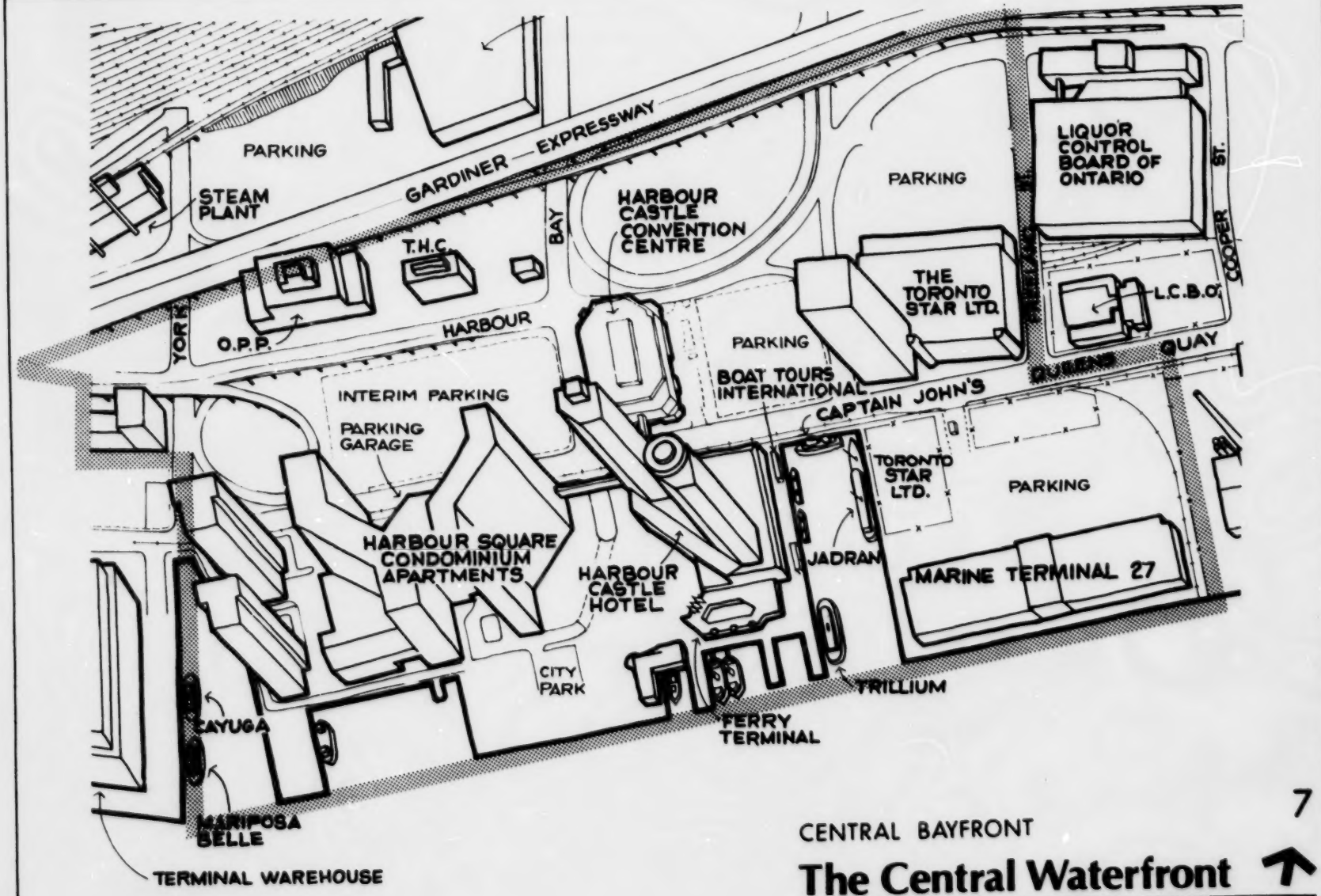
3.3 Central Bayfront

Due to the important site planning, environmental, housing and transportation-related considerations in the Central Bayfront and the area's importance within the Central Waterfront, it is the policy of Council not to pass by-laws to permit redevelopment in the Central Bayfront until it has adopted detailed policies for this area or any portion thereof in Part II of this Plan.

The proposed Official Plan statements for the Central Bayfront identify the area as one suitable for mixed use development, but do not set out specific densities for land use designations. Instead, the Proposals report states that no redevelopment of these areas, beyond what is currently permitted, should take place until a detailed Part II Official Plan for the area has been adopted. Specific issues to be addressed in the development of any proposed Part II Plan are also set out in the Proposals report.

Very few comments were directed at the proposals for the Central Bayfront. The Board of Trade submission supported redevelopment of Marine Terminal 27, provided that conflicts with Redpath Sugar, located immediately to the east of the Marine Terminal, were minimal. The Toronto Harbour Commissioners' staff report suggested that "more flexibility is required with regards to permitting office commercial uses in this area".

The Toronto Star Ltd. has indicated concern that future redevelopment might disrupt its continued operation and, in particular, might undermine its ability to rely on transportation by ship and rail, as well as by truck. The Star's most immediate concern relates to its parking lot on Marine Terminal 27, which it now leases to Olympia and York. This parking lot provides the Star with potential shipping access, as well as a possible truck marshalling yard. The Star is also of the opinion that residential uses on Marine Terminal 27 would be incompatible with Redpath Sugar and the Star's printing plant.



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CENTRAL BAYFRONT

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The comments of the Toronto Harbour Commissioners respecting flexibility, and the Board of Trade's comments respecting Marine Terminal 27 do not appear to necessitate any revisions to the proposed Central Bayfront policies.

The interests of The Star respecting its property will certainly have to be taken into account in any proposal for development on Marine Terminal 27. However, it appears that housing can be accommodated on the site, as discussed in the Proposals report, in a way that respects both the interests of the Star and those of Redpath Sugar. Housing would only be pursued through a Part II planning study, and any comprehensive zoning change would only be initiated upon completion of such a study. Thus, the land use controls now in place for The Star's property will remain until this work (and the associated discussions with adjacent landowners) has been completed.

As indicated in Section 2.13, further analysis has been done respecting the capacity of the regional transportation system as it relates to the Central Waterfront and Railway Lands, and the implications of this for the intensity of office development in the Central Bayfront. It has been found that commercial densities consistent with the maximum permitted by Section 3A.3 of the Part I Offical Plan for High Density Mixed Commercial-Residential Areas (4.5 times the area of the lot) can be accommodated on sites in the North Central Bayfront which have adequate local access. The residential density in combination with the maximum commercial density permitted by Section 3A.3 is problematic, mainly because of the large building mass which results. Accordingly, the Part II planning study will determine detailed land use policies for the North Central Bayfront and the block now occupied by the Harbour Castle Convention Centre within the general framework of a High Density Mixed Commercial-Residential Area designation, while ensuring that the permitted combined commercial and residential density can reasonably be achieved. At this time, it is clear that a significant reduction in the maximum combined density over what is usual in a High Density Mixed Commercial-Residential Area will be necessary to do this. The Part II Study will also seek the means of ensuring that residential development is directed to those parts of the North Central Bayfront which offer the most amenable living environment and that commercial development occurs in areas which are less desirable for housing, such as along the Gardiner/Lake Shore corridor.

The area transportation study which is called for in the Proposals report is now well underway. The results of the first stage, which focuses on the feasibility of

reconfiguring the Gardiner Expressway ramp system between Spadina Avenue and Jarvis Street show that certain alternatives are feasible and should be pursued. Thus, further study will be initiated to determine a detailed road realignment plan for the Central Bayfront which provides adequate access to all sites with development potential and significantly improves the pedestrian environment. Transportation issues are discussed further in Section 2.13.

Another change which has occurred subsequent to the Proposals report has to do with a portion of the Harbour Square Lands. Campeau Corporation has made application for amendments to the Harbour Square Site Plan By-law and Building Scheme Agreement respecting the parking lot north of Queens' Quay between the York Street ramp and Bay Street. Essentially, the proposal is to reduce the permitted 1.5 million square feet of office space to about 1 million square feet and to include a housing component of about 500,000 square feet. The urban design details of the proposed scheme include a linear park along Queens Quay West, a colonade along Bay Street, and provision for a future connection to the mid-block pedestrian route which is planned to ultimately link Queens Quay and Front Street, between York Street and Bay Street.

This proposal has received preliminary support from the Land Use Committee since it is consistent with the two objectives for the Harbour Square Lands outlined in the Proposals report.

These are:

(a) a reduction in office commercial in exchange for a mix of uses more consistent with the objectives of this proposed Plan; and

(b) a redesign of the project to provide convenient pedestrian connections to the north, and make the development a more pedestrian oriented scheme.

3.4 The East Bayfront

The East Bayfront policies have been the most controversial aspect of the Proposals report. They were the focus of many of the deputations at the June 23, 1982 public meeting and at the March 28, 1983 Planning Board meeting, as well as being the subject of many written submissions.

As a result of the meetings and deputations, the proposed policy for the East Bayfront, which recommended future comprehensive redevelopment for housing, non-office commercial and compatible industrial uses has been re-evaluated. It is now recommended that this area be retained for industrial use. No residential uses will be permitted, however, commercial uses which are appropriate and ancillary to an industrial area will be allowed.

The proposed change in policy will aid in the preservation and retention of much of the City's major port-oriented industry in this area. It will also provide for alternative locations for firms in other areas of the City which are unable to expand at their present sites.

The statement that the East Bayfront was considered suitable for future comprehensive redevelopment for housing, non-office commercial and compatible industrial uses was the main source of controversy, though some objections were raised concerning the inclusion of any use other than industrial uses. The Board of Trade, the Toronto Redevelopment Advisory Council, CN Rail and CP Rail, Redpath Sugar, the Toronto Star, Canada Malting and Victory Soya Mills have all submitted written objections to any housing in the area. In addition Redpath Sugar, Canada Maltings, CanPar Express and Victory Soya Mills retained a planning consultant to study the area and present a position to the City. The St. Lawrence Residents Association, Alderman Jack Layton, Mr. Biggin of the Planning Board, SCOW (Stop Contaminating Our Water) and the Toronto Islands Residents Association have supported housing in the East Bayfront, although SCOW had concerns over the environmental aspects.

The objections to housing in the East Bayfront were:

1) That residential uses and industry don't mix. It is argued that future residents will complain about many operational aspects of the industries that are located in the area, and have been established for a long period of time;

2) That the area, which is adjacent to the Gardiner, dissected by railway lines, and on the water, is not a suitable environment for housing and in particular family housing;

3) That the Toronto Star, Redpath Sugar and Victory Soya Mills will continue to operate 24 hrs. a day, 7 days a week and thus create unpleasant conditions for potential residents adjacent to their sites;

4) That industrial jobs would be lost in a time of high unemployment;

5) That the introduction of housing in the area is imcompatible with the City's industrial policies, the main thrust of which is the retention and expansion of the City's industrial base.

6) That industries pay significant taxes to the City should be provided with a stable industrial environment protected from residential conflicts.

The strongest opposition has been from industrialists who see the possibility of residential redevelopment as a threat to the future of industry, not only in the East Bayfront but also in adjacent areas, particularly the Port Industrial District.

The proposed future designation of the East Bayfront as primarily an industrial area is based on two sets of considerations: those which identify the locational and economic advantages for industry and ancillary commercial uses, and those which argue against residential redevelopment.

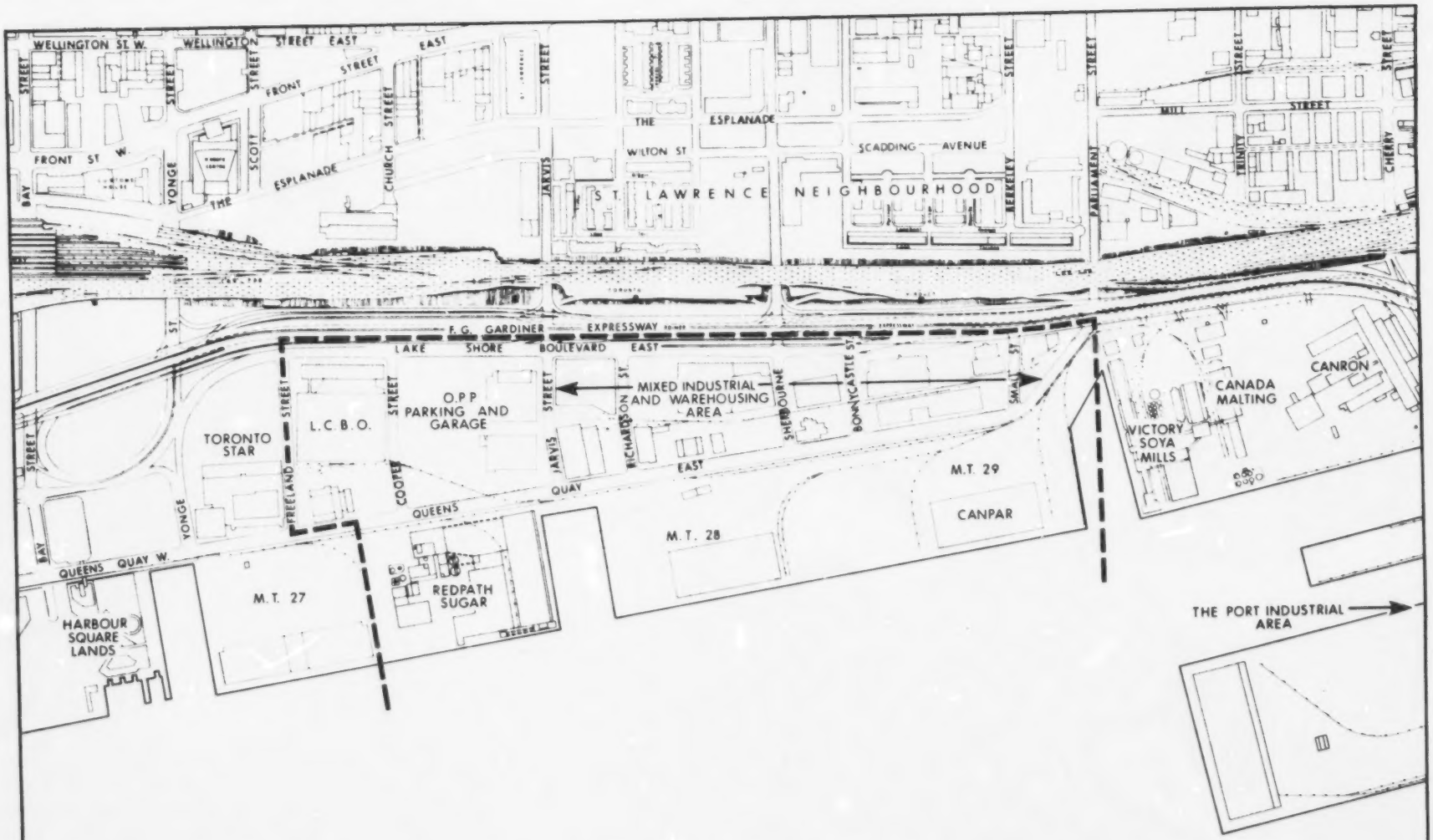
Points in favour of the retention of Industry:

a) Present Use

The area is currently used for industry and warehousing, and the dockwall is used for temporary ship storage.

b) Transportation Advantages

The East Bayfront is strategically located in terms of road, rail and water transport for the efficient movement of goods. It is very close to the Don Valley Parkway and the Gardiner Expressway and is bounded by the following major arterial roads, Lakeshore Boulevard, Queens Quay, Yonge Street, Jarvis Street, Sherbourne Street, Parliament Street. The area currently enjoys 24 hour rail service and is accessible by both CN and CP railways. Shipping takes place both from the dockwall in the East Bayfront and the nearby active marine terminals. A further advantage is that deliveries from East Bayfront are made against the rush hour traffic flow. It is also anticipated that the Toronto terminus of future translake ferry service would be located in the adjacent Port Industrial District.



THE EAST BAYFRONT

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The Central Waterfront

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c) Close to markets

For many industries, the East Bayfront is a good location because it is close to customers, both in the City's downtown and in the general Metro area.

d) Geographic Isolation

The area is isolated from non-industrial areas by transportation corridors to the north, Lake Ontario to the south, the Port Industrial District to the east and Marine Terminal 27 and the Toronto Star to the west.

This has resulted in an inner city industrial district that is free of residential or competing commercial land use incursions. This has also tended to keep land prices down although they are now at the high end of the industrial range.

e) Public Transit

The East Bayfront has three transit lines that serve the area. The public transit service is not particularly good given standards elsewhere in the City of Toronto, but compared to most suburban industrial areas it has good public transit connections which allow industrial workers to reach their work with relative ease. This transit service combined with good road access provides industries located in the East Bayfront with access to a large potential labour force.

f) Loss of Industrial Jobs

There are approximately 2,300 jobs within the East Bayfront, most of which are industrial jobs. The redevelopment of portions of the East Bayfront for residential purposes would directly displace many of these industrial jobs. Because of tremendous capital costs already invested, large firms which are not directly displaced might remain in the short-term. However, these industries would exist under circumstances which would necessitate their eventual relocation. In view of the scarcity of serviced industrial sites in the City, it is likely that jobs which are lost from the East Bayfront would not be added elsewhere in the City.

g) Relationship with the Port Industrial District

The retention of the East Bayfront as an industrial area, also helps maintain the Port Industrial District as a stable and secure industrial area. This is because:

(i) industries in the East Bayfront provide an appropriate buffer area for some of the more noxious industries in the Port Industrial District;

(ii) the East Bayfront provides dockwall storage space, and has the potential of providing space for active shipping uses. This complements the shipping function in the Port; and

(iii) redesignation of the East Bayfront to residential and commercial uses would create uncertainty about the future of certain portions of the Port Industrial District. This is especially true of the north-west portion of Port District around the Parliament Street Slip and the Keating Channel. The noise, appearance and emissions from industrial uses in this area would pose a significant environmental nuisance.

The redesignation of the East Bayfront to any use other than industry conflicts with the intent of the City's industrial policies. The first three policies respecting industry read as follows:

4.1 "In order to support the City's function as a producer of industrial goods and services, to maintain a diversified economic and social structure within the City, and to retain industrial employment opportunities in areas having convenient access to neighbourhoods, housing and industrial workers, it is the policy of Council to:

(a) encourage the retention and renewal of industry in areas of the City which are viable for continued industrial use;

(b) enact amendments to the Zoning By-law in order to reserve appropriate parts of the City for primarily industrial uses; and

(c) seek to ensure that sufficient land is available in the City at this time to accommodate existing, new and reloacting industrial firms the operations of which are suited to a City location.

4.2 In identifying areas of the City which are viable for continued industrial use, Council shall have regard for, among other matters, the following:

(a) the location of existing concentrations of industrial activity;

(b) the existing stock of industrial buildings;

(c) the accessibility of areas, particularly by public transit, for industrial workers;

(d) the location of major arterials, expressways, railways and port facilities for the efficient movement of goods; and

(e) any local considerations which may affect the industrial viability of an area.

4.3 In accordance with Section 4.1 of this Plan, Council shall, subject to the provisions of Section 4.17 to 4.22, enact amendments to the Zoning By-law, applicable to areas designated Restricted Industrial Area, General Industrial Area, or Heavy Industrial Area, which serve, among other matters, to:

(i) prohibit residential uses; and

(ii) limit commercial uses to those which are incidental to industrial uses or areas."

The East Bayfront is an industrial area that appears to meet all the criteria set out in Section 4.2 of the City's Official Plan for an area which is viable for continued industrial use:

- The East Bayfront and adjacent Port Industrial District constitute the single largest area of industrial activity in the City of Toronto.

- The East Bayfront has a good building stock designed for industrial use, including Marine Terminal facilities created specifically for Port Industrial functions but which are available for other non-port uses.

- The East Bayfront is currently served by several transit lines to transport industrial workers.

- The East Bayfront is well served by road, rail and port facilities.

- Local considerations which enhance the area for continued industrial use include its separation from residential and commercial uses, its relationship with the Port Industrial District, and the availability of underused land which could be marketed for industrial use.

The intent of the City's industrial policy is clearly to protect industrial areas such as the East Bayfront from encroachment by other incompatible uses.

i) Metro's Industrial Policy

The Metropolitan Toronto Official Plan has the following statement regarding the redesignation of Industrial Areas to other uses:

"In considering amendments to Area Municipal Official Plans for the redesignation of existing industrial land to non-industrial use, Council shall have regard for:

(a) the importance of the site in maintaining a supply of industrial land adequate to accommodate approximately 45,000 additional jobs projected for the period 1976-2001;

(b) the potential impact of the proposed uses on the continuing viability of existing or planned industrial development in the vicinity of the site;

(c) the implications of redesignating Industrial Areas which are well situated in relation to rail lines, expressways, airports, the Toronto Harbour and Port; and

(d) the accessibility of rapid transit facilities."

With respect to these policies, the Metropolitan Commissioner of Planning has informed the City that he feels that the East Bayfront section of the Central Waterfront Proposals requires modification to protect the existing and viable industrial lands. Rather than requiring any remaining industry to be compatible with other proposed uses, any non-industrial uses envisioned should be subject to the criterion of compatibility with the industrial base. Otherwise industrial uses may be viewed as a nuisance in the future and their continued operation could be jeopardised.

j) City's Industrial Strategy

City Council has recently embarked on an economic strategy for industrial development which reconfirms and reinforces Council's policy of retaining and strengthening the City's industrial base. The emergence of the protection of local industry as a civic priority has resulted from the steady loss of industrial employment from plant shutdowns and relocations and the realization that the land available for industrial use has been steadily decreasing over the years. For example, the

1978 Central Industrial District Plan designated 200 acres less land for industry than had the 1966 Official Plan.

There has been a gradual parcel-by-parcel conversion of industrial lands to residential and commercial purposes which has contributed to the shrinkage of industrial employment in the City.

These events of recent years highlight the importance of retaining the remaining industrial areas for industrial purposes.

k) Publicly Owned Land

The land which has the greatest industrial development potential is owned by public agencies - most notably the Toronto Harbour Commissioners and the Government of Ontario. These lands have historically been created and held for industrial use. To enable the East Bayfront to remain as a stable and viable industrial area, these bodies should be encouraged to market their land for industrial purposes.

A co-operative strategy could be developed by these public bodies and the City, to market land for industrial purposes and thereby increase industrial jobs in the City.

Points against the introduction of housing

a) Environmental Constraints

There are considerable environmental constraints for housing in the East Bayfront, particularly noise from the major arterials, the Gardiner Expressway, as well as from trucks and rail cars servicing existing industries. The impact of noise and other adverse environmental factors can be reduced with careful planning and specific building techniques. However, the most acceptable residential environment can only be created by building large areas of housing in a comprehensive scheme. This in itself would entail the removal of industries in the East Bayfront. In addition, railway relocation and changes to truck movements for existing industries would be required with probable adverse affects on existing industry.

b) Relationship Between Residents and Industries

There are problems of co-existence between housing and industry. In other areas of the City, industry in residential areas has been encouraged to relocate by rezoning the industrial properties as non-conforming. Thus, by limiting the expansion of the firm through zoning restrictions and by

ongoing public pressure for relocation, the industry is eventually forced out. In fact, the City has a fund to assist in relocating industries out of residential areas.

It was intended that under any redevelopment scheme certain major industries such as Redpath Sugar, Victory Soya Mills, and Canada Malting would be retained, yet these industries and others would probably be seen as problems by the residents as these firms generate noise, truck traffic and odours, in most cases 24 hours a day and 7 days a week.

c) Housing Requirements

Housing in the East Bayfront is not a priority for the City at this time when considerable new housing is permitted elsewhere in the Waterfront, and proposed in the neighbouring Railway Lands, during the time period of this plan.

An estimated 9,000 housing units are considered likely to be constructed in Harbourfront, the Railway Lands and the Central Bayfront within the next twenty years.

d) Potential for Assisted Housing

It was intended that the East Bayfront only be developed for residential uses if a high percentage of the units were assisted housing. The fifty percent assisted housing proposed was intended to help meet the City's housing goals to provide new housing for people of low-to-moderate incomes. The City has been falling behind its goal for this type of housing.

At present there is very limited funding for assisted housing and it is unpredictable when, if ever, suitable funding to permit a high percentage of assisted housing in the East Bayfront will be available.

Any funding which is available to the City will also be required for the thirty percent of all housing in Harbourfront which is intended to be assisted housing as well as the approximately 1,250 assisted units proposed in the Railway Lands Part II Development Concept.

Although a potential permission for housing which is not used may not seem damaging, the higher land value associated with housing and the generally uncertain industrial future of the area would make the East Bayfront unattractive for industrial expansion.

Considering the uncertain future of assisted housing and the need to retain industrial land and jobs, the rationale for permitting housing in the area is considerably weakened.

After careful analysis of the above, it is now proposed that the East Bayfront be retained as an area of industry. The proposed Official Plan designation for the East Bayfront is "General Industrial Area". This designation permits a range of industrial uses as well as commercial and/or institutional uses incidental to industrial areas.

Since the area is presently in industrial use, buffered from existing residential areas by the Gardiner/Lake Shore and railway corridors or by other uses, there should not be any conflict with residential areas. However, to ensure that the interests of nearby residents are looked after in the long run, the wording of the East Bayfront statement specifically requires that the industries not have an adverse environmental impact on nearby residential areas.

The recommended Official Plan statement for the East Bayfront now reads as follows:

"5.A.31

The East Bayfront is a viable industrial district which shall remain in industrial use. The City shall encourage and assist the intensification of industrial use, which will not have an adverse environmental impact on nearby residential areas, on currently under-used industrial land."

Several minor changes have been made to other statements in order to bring them into conformity with the direction that has now been selected for the East Bayfront.

In addition, a marketing and development study will be undertaken for the East Bayfront to ensure that all lands in the area are used to their potential. For vacant sites, and for the area in general, a strategy will be created to attract industry and ancilliary commercial uses to this important area. In the case of waterfront sites, special initiatives may be appropriate for these high profile desirable locations. The City will work with all landowners in the area, with particular emphasis on gaining the support and co-operation of the Province of Ontario and the Toronto Harbour Commissioners, who are the main landowners, in implementing a development strategy in this industrial area. It is not enough to zone the land industrially as has been done in the past. The land must be used efficiently for industrial and ancilliary commercial uses if it is to withstand pressures for

redevelopment over the long term and the City's initiative is designed to ensure that an appropriate development strategy is pursued for the East Bayfront. The long-term zoning for the area will be prepared in light of the marketing and development study to ensure that the zoning is in keeping with the identified industrial opportunities. The marketing and development study may well identify further initiatives for the City that will help to retain the Bayfront as a healthy industrial area.

One action that is recommended now is improvements to the public image and use of the waterfront in the East Bayfront. One of the pressures for housing in the East Bayfront has been the perception that with residential development the waterfront would be opened up to the public and the area as a whole would be more attractive. Much can be done to open up parts of the water's edge for public use and to landscape this industrial area. It will require a co-operative approach between the City, landowners and tenants. An industrial water's edge that is also partly publicly accessible will increase the diversity of experiences on, and public enjoyment of, the waterfront.

3.4.1 Site-Specific Issues in the East Bayfront

The discussion of proposed industrial policies (Section 2.2 above) and the East Bayfront (Section 3.4 above) noted concerns raised by a number of specific industrial property owners - e.g., Canada Malting, Redpath Sugars, Victory Soya Mills, and Lever Detergents. The concerns raised by these industrial interests have already been dealt with in the proposed policies for the East Bayfront.

In addition to the submissions respecting the proposed East Bayfront policies, Mr. Hershel Okun, representing Kintork (Ontario) Limited and Nuko Investments Ltd., made a presentation at the public meeing of a possible mixed commercial-residential development for the East Bayfront site bounded by Jarvis Street, Lakeshore Boulevard, Richardson Street and Queens Quay East. This would not be an acceptable proposal under the recommended new policies that will retain the East Bayfront as an area of industry.

3.5 The Port Industrial District and the Role of the City in Shipping-Related Matters

There has been general agreement with the policies outlined in the Proposals document that the Port Industrial District be retained and strengthened as an area of heavy industry, port-related uses and light industry. In my report of November 1982 to the City of Toronto Planning Board it was noted that a review of the proposed zoning would be undertaken to:

- ensure that proposed policies respecting heavy and light industry and proposed objectives respecting the accommodation of industries requiring direct access to shipping facilities are adequately reflected in the zoning for the Port; and

- ensure that, subject to (i) above, existing industrial uses are, whenever feasible, not made non-conforming.

In reviewing the zoning and Official Plan recommendations put forward in the Proposals report, several issues arose which had to be addressed. What follows is a discussion of the specific changes required from previous zoning recommendations of the Proposals Report.

3.5.1 Exemptions for I4 Uses in the Proposed I3 Districts

In the proposed I3 areas of the Port Industrial District there are 18 industrial operations which are classified C4 and/or I4 uses and therefore would not be permitted as-of-right. These operations are:

1) Texaco, 51 Commissioners Street, fuel storage tank farm and storage yard, storage of lubricating oil and a lubricating oils and grease plant.

2) Eaglebrook, north portion of 101 Commissioners Street, general chemical products factory.

3) Canadian Gypsum, 560 Commissioners Street, miscellaneous non-metallic minerals plant.

4) Schofield Oil, 115 Unwin Avenue, oil and solvent recycling and treatment of oil water interception wastes, fuel storage tank farm.

5) Intermetco, 595 Commissioners Street, metal recycling plant.

6) Ultramar, 55 Unwin Avenue, fuel storage tank farm and storage yard.

7) Sun Oil, 300 Commissioners Street, fuel storage tank farm and storage yard.

8) Sun Oil, 301 Commissioners Street, fuel storage tank farm and storage yard.

9) Shell Oil, 500 Commissioners Street, fuel storage tank farm and storage yard.

10) Shell Oil, 515 Commissioners Street, fuel storage tank farm, and blending and packaging facilities for oil.

11) Shell Oil, 309 Cherry Street, a lubricating oil recycling plant.

12) Shell Oil, 4 Carlaw Avenue, lubricating oil blending plant and storage yard.

13) Lake Ontario Cement, 312 Cherry Street, storage warehouse class "B".

14) Canada Cement Lafarge, 54 Polson Street, storage warehouse class "B".

15) Belkin Packaging, 495 Commissioners Street, paper mill.

16) Dufferin Concrete, 650 Commissioners Street, concrete batching plant.

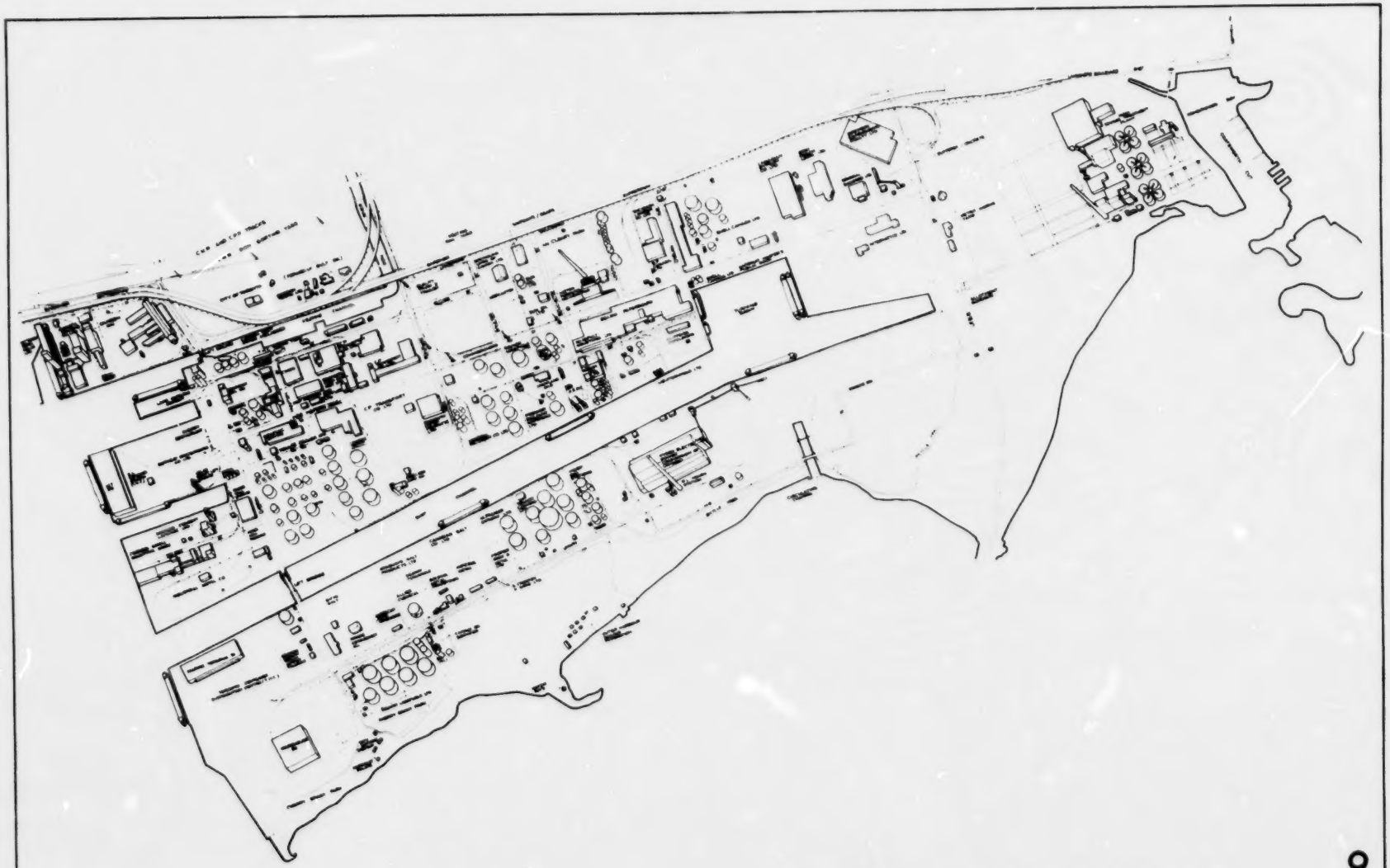
17) Coopers Iron and Metal, 130 Commissioners Street, salvage yard.

18) Industrial Metals, 176 Cherry Street, salvage yard.

While it was and is the intention of this proposed plan to concentrate new heavy industrial and port uses in the proposed I4 zone, it is also desirable to ensure the unimpaired future operation of all existing industrial firms in the port industrial district. To this end, site specific exemptions for almost all of the aforenoted firms were included in By-law 635-81 or recommended in the Proposals report.

It is now proposed to consolidate the by-law exemptions for I4 uses in I3 zones to permit the continued use and necessary expansion of any existing heavy industrial use on its existing lot. The proposed clause could read as follows:

> "None of the provisons of this by-law shall apply to prevent the use within any I3 district south of Lake Shore Boulevard, east of the southerly projection of Parliament Street and west of Leslie Street of any land, building or structure or to prevent the erection or use of any addition to any such building or structure for any of the uses listed in Section 12G and Section 15(1)(e) of this By-law provided the land, building or structure was used for such a purpose on _____(date of enactment of By-law)."



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A clause with the same intent is proposed to be inserted as Section 5A.35 of the Part I Official Plan to ensure the continued operation of heavy industrial uses within the areas of the Port Industrial District designated as "General Industrial Area".

3.4.2 Storage and Warehouse Uses in the I3 District West of Cherry Street and in the I3 District South of Unwin Avenue

The Proposals report recommended that in the I3 districts south of the Keating Channel west of Cherry Street and in the I3 district south of the Ship Channel warehouse and wholesaling uses be allowed only as an accessory to a permitted manufacturing use.

In response to this recommendation, the Toronto Board of Trade submitted that as the Port area is a potential distribution centre, the deletion of warehousing and wholesaling establishments in large portions of the Port was unrealistic and damaging to trade and commerce in the city. The staff of the Toronto Harbour Commissioners also argued that this deletion of storage and warehousing uses runs counter to the proven demand.

It was originally assumed that all warehousing related to marine shipping would be exempt from this prohibition. However, the City Solicitor has confirmed that only the warehouse facilities of the Toronto Harbour Commissioners may be exempt.

In recognition that storage and warehousing operations, particularly those related to marine shipping are a natural element of any successful port district, it is now proposed that "a storage warehouse - Class A", an "open storage yard" and "a food warehouse" will be permitted uses in the aforenoted I3 zone districts. Upon determination of the marketing strategy for the port industrial park at the foot of Leslie Street, it will be determined whether or not warehousing and storage uses should be permitted in that particular area.

3.5.3 Proposed Official Plan and Zoning Designation for the Ashbridges Bay Sewage Treatment Plant and McCleary Park

The Proposals report recommended the retention of the Open Space designation now given to the sewage treatment plant in the existing Part I Plan and recommended a G zoning with a site specific exemption to permit the plant. By-law 635-81, enacted by Council but not yet approved by the Ontario Municipal Board, rezoned the treatment plant site from C4V2 to C3V3.

Under the terms of Section 5.7 of the Part I Official Plan the sewage treatment plant, as a public utility, would be a permitted use in an area designated as open space. However, after visiting

the site and reviewing plans for the necessary expansion of the sewage treatment plant, it has become evident that this facility will occupy most of the site for the foreseeable future.

It is therefore proposed to recognize the industrial function of these lands through a "General Industrial Area" designation and an I3D3 zone category. Although the sewage treatment plant is not listed among the permitted uses for either a "G" zone or "I3" zone, in an I3 zone Section 16(1) of By-law 206-23 would apply to permit the facility, whereas this exception does not apply in "G" (parks) districts.

In the very unlikely event that the site would revert to an other industrial use, the I3 zone category would permit relatively clean industrial uses similar to those anticipated for the proposed Port Industrial Park on the west side of Leslie Street.

The water's edge portion of the treatment plant site should eventually become a publicly accessible trail along the Waterfront. Not only does this proposed plan want to see the whole shoreline become part of a continuous pedestrian promenade, but Metro Plan states: "Continuous public access along the entire Waterfront, through private and public lands is a long term objective of the Plan." In addition, Metro Plan shows most of the Sewage Treatment Plan site as a principal resource of the parks and open space system.

Since the water's edge is already owned by Metro and will be between two Waterfront parks, the City's and Metro's intentions of a public water's edge through the Sewage Treatment Plant has been reinforced. The use of an Open Space Designation or G zoning to promote a public water's edge are not compatible with the sewage treatment plant operation as discussed above. Therefore a new statement is now proposed for the Port Industrial District, which also discussed the lands at the foot of Leslie Street as follows:

"5.A.32

a) Council will encourage and, where it is within its available powers, undertake the development of lands in the Port Industrial District which are designated open space for recreation and open space purposes, including boating and for bicycle and pedestrian routes to and within such lands.

b) Council considers the establishment of a water's edge promenade through the site of the Metro Sewage Treatment Plant and the lands at the foot of Leslie Street, and along the North Shore, which would link major park areas as a recreational objective of

particular importance, except that where shipping uses prevent the establishment of a water's edge promenade an alternative pedestrian route should be provided."

In the Proposals document it was proposed to designate McCleary Park as a General Industrial Area and to zone it "G" to reflect the park use.

In 1968, the City of Toronto sold the McCleary Park site to the Metropolitan Corporation for a considerable sum of money for the future expansion of the abutting Metro incinerator facility. Since that time, the City has leased the site from Metro for a nominal sum on a series of one year leases which are subject to cancellation with six months notice.

The Metropolitan Commissioner of Public Works has voiced concern that the incinerator use for which the lands were acquired would not be permitted under the proposed "G" zoning.

In light of the City's sale of these lands for a specific public utility purpose, it is only reasonable that the zoning permit the originally intended use. It is therefore recommended that the McCleary Park site be zoned I3D3. Although a public incinerator is not an as-of-right permitted use in an I3 zone district, the Metropolitan Corporation's exemption under Section 16(1) of By-law 20623 would apply to an "I" zoning designation and permit the incinerator expansion should it be required in the future.

3.5.4 Commercial Retail Uses in I3 Zone Area in the Port Industrial District

In the Proposals report it was recommended that the local retail and service shop uses normally permitted in mixed commercial/residential zones under Section 12(A)(1)(b)(iii) of the Zoning By-law should be permitted in all I3 zoning districts in the Port Industrial District.

While the intention was to permit a full range of commercial uses which normally serve industrial areas, the CR use list includes many commercial retail operations which are more appropriate on an arterial commercial strip than in an industrial area. Examples of such uses include: grocery shops, bake shops, butcher shops, book stores, florists.

It is therefore recommended that the commercial use list for the I3 zone districts be that which is normally permitted as-of-right. These uses would be: a barber's or hairdresser's shop, a dressmaker's shop, a dry cleaning shop, a locksmith's or gunsmith's shop, a newstand, a branch of a bank or financial

intitution, a post office, a service and repair shop, a tailor's shop, an automobile service station, a car washing establishment, a fire hall, a locksmith's or gunsmith's shop, a service and repair shop, a trade school, a taxicab stand or station, a police station, a clinic, a craft school, a day nursery, a nursery school, a public park not including a stadium or arena, a union hall, an eating establishment not exceeding a gross floor area of 475 square metres, a tavern or public house not exceeding a gross floor area of 475 square metres.

After discussion with the South-East Area Industrial Co-ordinating Committee and the staff of the Toronto Harbour Commissioners it is now proposed to permit, in addition to the aforenoted as-of-right uses, the following commercial uses in I3 zone areas of the Port Industrial District: a pharmacy, a variety or smoke shop, a hardware shop, a shoe repair shop, a shoe shine shop, a marine supply retail store and a boat showroom and sales outlet. The last two uses are currently not defined under By-law 20623. All of the above uses have been viewed as serving the local industrial labour force or the recreational marine users on the North Shore and the Outer Harbour Headland.

The Toronto Harbour Commissioners have indicated that they would like to see the removal of the maximum gross floor area of 475 square metres (5113 square feet) for eating establishments. The purpose of including restaurants in this area is to give employees and employers of local industrial firms a place to eat. The intent of the City's Zoning By-law in limiting eating establishments to 475 square metres is to ensure that there is no encroachment onto industrial land by oversized regional restaurant complexes. As 475 square metres (5113 square feet) would provide for reasonably large restaurants for industrial workers, it is not proposed to eliminate the maximum size provision.

The Toronto Harbour Commissioners have also noted that if the new industrial park at the foot of Leslie Street is oriented towards "hi-tech" or "quaternary" industries, there should be provision for additional industrial-related commercial office uses. There is an identifiable rationale for commercial office uses which legitimately serve industrial firms on a consolidated site within the new industrial park. However, until such time as the marketing strategy for the industrial park is completed, it is not possible to develop a use list of appropriate commercial office uses. Upon the completion of the marketing strategy for the new port industrial park, an amendment to the City's Zoning By-law will be proposed to provide for additional commercial office uses which legitimately serve industry in a specific location within the industrial park, if required.

3.5.5 Fuel Storage Tanks in "I3" Areas of the Port Industrial District

Under the proposed "I3" zone category fuel storage tanks would not be a permitted use in the Port Industrial District, apart from the proposed "I4" zone district immediately surrounding the Ship Channel. The only two areas of the City where fuel storage tanks would legally be permitted, under the current Port Zoning Proposals and General City By-laws would be in the proposed I4 zones immediately around the Ship Channel and in the Keele/St. Clair junction industrial area. The Keele/St. Clair industrial area has few, if any, sites of sufficient size to accommodate tank farms. It is dominated by the meat products industry which is not a compatible neighbour and abuts residential neighbourhoods in all directions which is detrimental from a fire safety point of view. Within the proposed "I4" zone district in the Port there are few vacant sites.

The majority of fuel tank farms are currently located in the proposed I3 zone districts of the Port area and are recommended to be legalized by means of a by-law exemption. With the relative decline of heating oil use in the Metropolitan Toronto Region there has been some closure of fuel tank farm facilities in the Port and other areas of the Metropolitan region. These sites are now beginning to revert to other industrial uses, and any future need for fuel tank farms would likely not be able to be accommodated in the Ship Channel area.

Given the existing decline in fuel storage uses, there is no likelihood of expansion of tank farms in I3 zones in the short-term. Therefore one would not foresee fuel tanks using lands which could accommodate secondary industry. However, if there is a technological or market shift which creates a need for fuel tank capacity in the City the proposed "I3" zone areas of the Port Industrial District, with the exception of the future site of the new industrial park, constitute the most appropriate location in the City.

It is therefore now recommended that fuel storage tanks be permitted uses in the proposed I3 districts of the Port Industrial District with the exception of the lands lying south of Unwin Avenue and to the east of the Hearn Generating Station Circulation Channel.

3.5.6 The Proposed Open Space Designation and "G" Zoning on the North Shore of the Outer Harbour.

In 1980 City Council reaffirmed its desire to obtain a long-term lease from the Toronto Harbour Commissioners for the Cherry Beach area and approved in principle a recreation corridor extending

from Cherry Beach to the base of the Leslie Street spit. Council further requested that City Staff enter into negotiations with the Toronto Harbour Commissioners for the securing of a long term lease for the lands east of Cherry Beach Park to the base of Leslie Street.

In the Proposals report the water's edge lands from the westerly edge of Cherry Beach Park to the base of Leslie Street were proposed to be designated "Open Space" and zoned "G". These proposals were an outcome of both the aforenoted Council policy and the perception that, given the downtrend in shipping activity, there would be no need for additional dockwall space in the forseeable future.

Proposed Official Plan Statement 5.A.36 which applies to the North Shore as well as the Outer Harbour Headland specifies that:

> "5.A.36 Council will encourage and, where it is within its available powers, undertake the development of lands in the District which are designated open space for recreation and open space purposes, including boating and for bicycle and pedestrian routes to and within such lands".

The staff of the Toronto Harbour Commissioners have objected to this proposed Official Plan designation and zoning for the North Shore of the Outer Harbour. While they have no objection to interim use of the north shore for recreational purposes they wish to see the zoning and Official Plan reflect the eventual use of the lands for port and industrial purposes. The Toronto Board of Trade also submitted that, while interim recreational uses may be appropriate, a "G" zoning which would eliminate the option of port expansion would not be appropriate.

Actually there is little difference in the way City staff and the Toronto Harbour Commissioners view the future land use of the North Shore. The City is proposing to introduce relatively low investment interim recreational uses along the water's edge as a critical element of the waterfront recreational trail. However, it is also recognized that although there is no foreseeable need for additional dockwall in the Port, should the need ever arise the North Shore is the only remaining potential site in the Port area where new dockwall can be created. Therefore the long-term potential for port industry should be preserved. Should the development of North Shore dockwall ever materialize, any lease for the recreational trail could provide for an alternative corridor in the event of displacement.

However, although tentative agreement has been reached, until such time as lease negotiations to obtain a public recreational

corridor are completed a "G" zone category should be maintained on the water's edge lands to the east of Cherry Beach Park in order to protect the viability of these lands as an interim recreational corridor. It is hoped that these negotiations will be completed before draft by-laws are prepared. In recognition of the long-term potential of port industrial uses on the water's edge lands east of Cherry Beach park to the neck of the Outer Harbour Headland these lands are now proposed to be designated as a "General Industrial Area" in the Official Plan.

The proposed "Open Space" designation and "G" zoning will be retained on Cherry Beach Park in recognition that this heavily utilized recreational resource is the area of the North Shore which should be considered for dockwall potential only if there still remains a demonstrated need after the redevelopment of other portions of the North Shore.

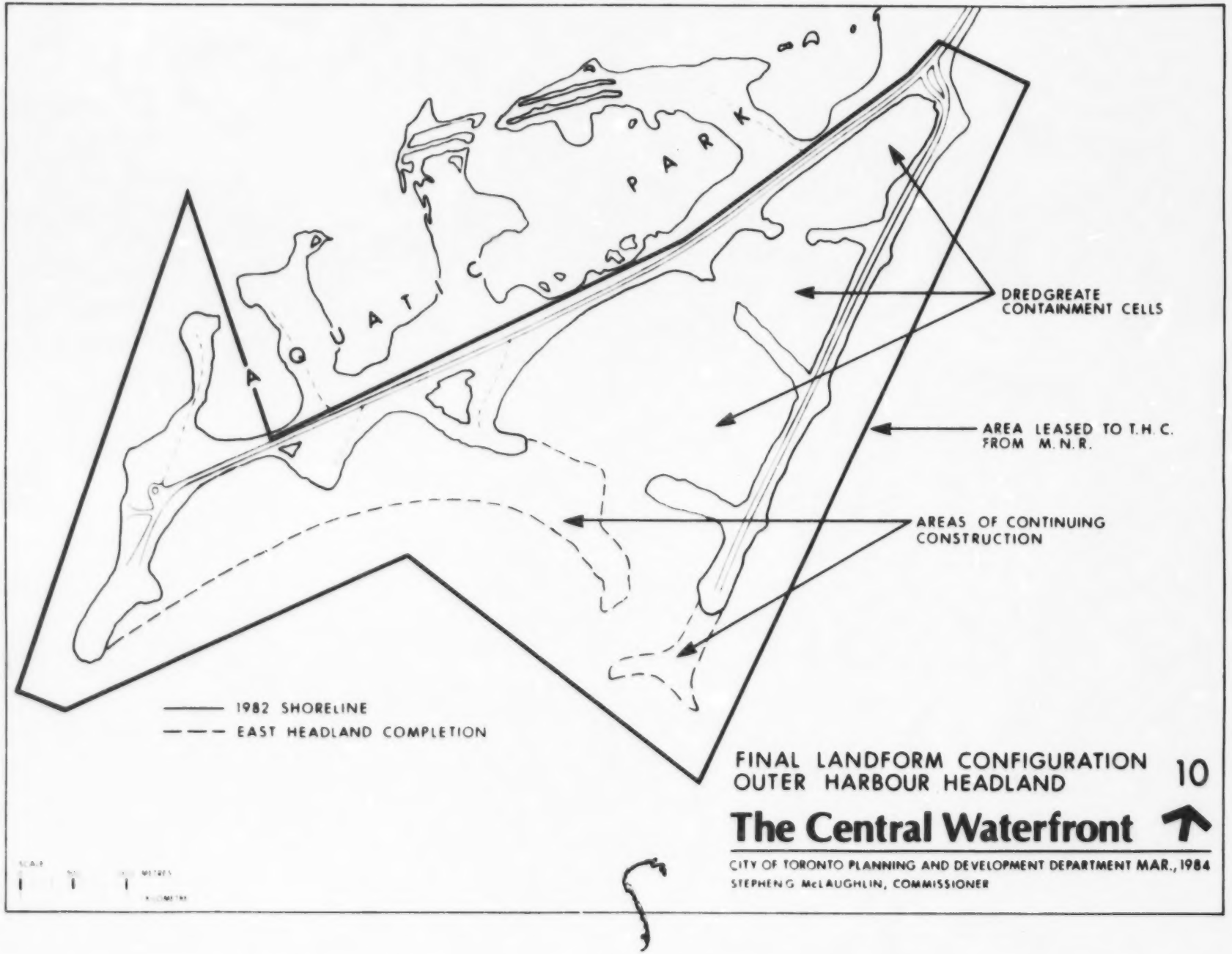
At the foot of Leslie Street in the area of the proposed industrial park, a water's edge promenade should be provided. However, if shipping uses are located at the water's edge, then the pedestrian promenade should be relocated as close to the water as possible linking the Outer Harbour Headland with the North Shore. This concern for a pedestrian link is recognized in Statement 5.A.32b).

3.6 The Outer Harbour Headland

Although the Proposals report presents the entire Headland as a recreational area, it divides the district into two separate sub-areas to be used for different recreational purposes. As shown on Map 3, the western portion of the Headland is proposed to be designated an Environmental Resource Area, and the eastern portion as an open space area to be developed and used for active recreation, including boating and other water-related activities. In addition to the general Environmental Resource Area policies, the Headland Environmental Resource Area is covered by proposed policies intended to protect its unique features, including the special "away-from-it-all" feeling, (but not necessarily its whole gull population) from more intensive uses, and particularly to prohibit vehicular access into the Environmental Resource Area.

Finally, both sub-areas are subject to an overall policy statement calling for City Council to:

(i) work with the Metropolitan Toronto and Region Conservation Authority (MTRCA)and other agencies to prepare plans for the development and use of the Headland in accordance with the policies proposed for two separate sub-areas; and



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(ii) to adopt the main elements of any overall development plan as an amendment to the City's Official Plan.

As noted in the Proposals report, in recognizing the value of maintaining the unique characteristics of the proposed Environmental Resource Area, as well as providing more active recreational opportunities, this overall plan for the Outer Harbour Headland would represent a shift in thinking from the 1976 Aquatic Park Master Plan for the Headland.

The Headland policies included in the Proposals report do not specifically address current landfill operations being carried out by the Toronto Harbour Commissioners. In addition, the zoning in the Proposals report for the Outer Harbour Headland is "G", with no areas zoned "Gm" in order to specifically permit boating uses.

Since the Proposals report was written three significant changes have occurred.

First, the Toronto Harbour Commissioners prepared a report on the "Completion of the East Headland and Endikement" dated December 1982, which proposed a final configuration for the Outer Harbour Headland and the completion of the landform and armouring (except for minor work) by 1989, assuming a constant level of truck loads of fill per year. It also proposed that the three containment cells on the south-east side of the Headland be used for the disposal of dredgeate from the Keating Channel and Toronto Harbour. This report was adopted by the Commissioners and forms the basis of a lease dated, 6 April 1983, between the Ministry of Natural Resources and the T.H.C. for the areas to be filled and armoured and the containment cells.

The area that is now leased to the Toronto Harbour Commissioners is shown on Map 10.

The lease contains the following points:

a) the lease period is for ten years with an option to renew for a further ten years;

b) all filling or dumping must take place in accordance with a yearly operating plan to be approved by the Ministry of Natural Resources;

c) all dredgeate disposal must be carried out in accordance with the findings of the Keating Channel Environmental Assessment.

Although the following matter is not included in the lease the Toronto Harbour Commissioners have clearly stated that is is their intent to release land to the Ministry of Natural Resources for

transfer to the MTRCA when they have finished operations on that portion.

Second, the MTRCA held the first meeting of the Aquatic Park Planning Task Force on May 16th 1983. The Task Force is advisory to the MTRCA, and has staff representatives from Metro, the City. the Toronto Harbour Commissioners, the Ministry of the Environment, the Ministry of Natural Resources, as well as the MTRCA. The MTRCA hopes to have a plan completed in 1985, taking into account the advice and concerns of the Planning Task Force.

Third, the Metropolitan Toronto and Region Conservation Authority is very close to gaining title from the Province to almost all of the Outer Harbour Headland that was not earlier granted to the Toronto Harbour Commissioners for dredgeate disposal and shoreline stabilization. The area extends up onto the east part of the triangle of land at the foot of Leslie Street. This area was not earlier considered by the Province as part of the future parks area of the Headland. Because that part of the triangle that lies east of the extension of Leslie Street and south of the sewage treatment plant is now going to be owned by the Metropolitan Toronto and Region Conservation Authority, it is being designated as Open Space and zoned Gm for parks and boating uses.

The comments on the Proposals report included very strong support for the approach taken to the Headland from naturalists and other individuals and groups concerned with the environment. However, concerns were raised, most notably in regard to the proposal to designate the western portion of the Headland an Environmental Resource Area. These concerns can be divided into the following categories, each of which is discussed below:

(i) objections to the proposed Environmental Resource Area designation;

(ii) concerns related to land use and management policies for the Environmental Resource Area;

(iii) concerns respecting current landfill operations on the Headland; and

(iv) concerns over the G zoning on the Outer Harbour Headland.

3.6.1. Objections to the proposed Environmental Resource Area designation

Both the Board of Trade submission and the Toronto Harbour Commissioners' report suggest that the designation of a major portion of the Headland as an Environmental Resource Area will not reflect the broad regional interest but will, instead, serve only

a limited group of people. The boating community, as represented by both individuals and boating groups, argue that the most appropriate use of the Headland is for recreational boating, but that boating use should not neccessarily be in conflict with the aims of the ERA designation.

The issue of boating access is closely linked to increased car access to all parts of the Headland. The importance of car access was particularly emphasized in the deputation at the June 23rd public meeting by Mr. Craig Chevalier of the Acquatic Park Sailing Club, which is presently an interim use on the Headland, and is located within the boundaries of the proposed Environmental Resource Area.

In its submission, the Metropolitan Toronto and Region Conservation Authority refers to its draft Environmentally Significant Areas report, which identifies much of the proposed Environmental Resource Area as an Environmentally Significant Area. The Authority's submission questions the inclusion in the proposed Environmental Resource Area of areas where filling is currently underway, and notes the need for further studies to take into consideration any changes in the nature and extent of the Environmentally Significant Area as delineated in its draft report.

At the Central Waterfront Planning Committee meetings, there was disagreement over the size of the Environmental Resource Area. Some wanted it shown much smaller, others larger. However, there was general agreement that since the line was not final and was dependant on planning for the Outer Harbour Headland and additional information on the resources in the area, that a better method should be found to illustrate graphically that the boundary would be refined later.

This suggestion has been implemented in the form of a zig-zag line shown on Map A.

As noted in the minutes of the June 23rd public meeting, the proposal to designate a large portion of the Headland as an Environmental Resource Area was one of the two most controversial elements of the Proposals report. Having reviewed the concerns raised, however, the designation of much of the western portion of the Headland as an Environmental Resource Area appears appropriate.

The environmentally significant areas identified by the MTRCA cover most of the lands included in the Environmental Resource Areas north of the containment cells. Management of these special areas is simplified if they are grouped together in one planning area. Similarly, the particular "away-from-it-all" or

"wilderness" feeling of the western portion of the Outer Harbour Headland cannot be protected if the environmentally significant areas are treated as several discrete areas rather than one larger area. The policies for an Environmental Resource Area also clearly state that the boundaries are general in nature and will be refined with further study.

Because the location of roads or any major facilities could have a fundamental affect on the narrow portion of the Environmental Resource Area north of the containment cells, parts of the containment cells have been included so that they will be properly managed to complement the rest of the E.R.A. The area of the containment cells included in the ERA could be adjusted in the future if adequate consideration is given in the planning for the Headland as to how the two areas - the intensive recreational area and the environmental resource area work together.

It should be pointed out that the designation of an E.R.A. will only preclude uses such as boating where the use will have an undesirable effect. It is certainly conceivable that boating will be permitted in Dredger's Bay, as it is now, when the final plans for the Outer Harbour Headland have been completed, but because of the environmental significance of the area the issue should be re-examined in the light of appropriate planning for, and management of, the environmental resources of the Headland.

Also the future planning of the Environmental Resource Area must include the prohibition of vehicular access into the Area if a special type of experience is to be maintained, because the shape of the Headland is such that one would never be far from traffic, if cars were permitted in the E.R.A.

However, the remaining issues - i.e., the development of parts of the Headland for more active recreational uses, the identification of appropriate locations for permanent boating facilties; the development of suitable parking and access strategies; the uses to be permitted within the Environmental Resource Area and the finalization of the boundaries of the Environmental Resource Area, can be adequately dealt with only in the context of the overall plan for the Headland called for in the Proposals Report.

3.6.2 Land use and management policies for the proposed Headland Environmental Resource Area

In meetings with the Planning and Development Department staff, as well as in its September 7th letter, the Metropolitan Toronto and Region Conservation Authority has distinguished between land use and management policies aimed at "protecting" and those aimed at "preserving" an area. In particular, the Authority notes that the Environmental Resource Area on the Headland is the result of

natural succession over a period of time, and that the "preservation" of this resource would require its maintenance in present conditions and the manipulation of the site to limit future succession." In this regard, it should be noted that the proposed Official Plan policies for Environmental Resource Areas generally, and for the Headland Environmental Resource Area in particular, are not intended to artifically limit natural succession, and that the policies are intended as means of ensuring that important environmental resources are "protected" rather than "preserved" at a specific point in their development.

3.6.3 The construction and use of the containment cells

The Toronto Harbour Commissioners have, since 1979, pursued lakefilling operations on the southern portion of the Headland which involve the creation of endikement areas to accommodate material dredged from the Keating Channel. Both the proposal to accommodate contaminated dredgate in this manner, and the fact that the construction of the endikements from excavated material and demolition debris has not been included in the terms of reference for the Environmental Assessment for the Keating Channel dredging program, have generated considerable opposition from environmental groups and concern from the general public. The resulting public debate has raised the question of whether or not the fill used in the creation of the Headland has been adequately monitored. This issue was directly addressed in the deputation at the public meeting by Mr. Stephen Price of the Friends of the Spit.

The final environmental assessment report which discusses the disposal of Keating Channel dredgeate has now been made public. This report by Acres Consulting Services Ltd. recommends the disposal of Keating Channel dredgeate in the containment cells, where dredgeate to clear shipping areas in Toronto Harbour has already been deposited without undergoing an environmental assessment. City Council has requested the Minister of the Environment to call public hearings to address the Keating Channel Environmental Assessment document, but work is proceeding on environmentally sound alternatives to preclude the need for such hearings.

As stated above, the Toronto Harbour Commissioners have leased the areas for the containment cells and final armouring, from the Ministry of Natural Resources. The lease binds the T.H.C. in all dredgeate disposal to using methods consistent with the Keating Channel Environmental Assessment.

The lease between the T.H.C. and the Ministry of Natural Resources requires the T.H.C. to prepare an operating plan before commencing work each year and to abide by the operating plan. This plan will

be made available to the City, but it is not clear that the City will have any say in its approval.

When the lease was being negotiated City Council attempted to have an environmental review of the proposed filling, and to ensure that only clean fill would be used to construct the remaining parts of the Headland. The result was the two above conditions in the lease -- that all dredgeate would be disposed of according to the Keating Channel E.A., and that the City would receive the operating plan, as well as an undertaking that the Toronto Harbour Commission will abide by environmental requirements authorized by law.

The City has also requested that the Lakefill Quality Program which samples proposed Lakefill from former industrial areas and everywhere south of Queen Street within the City, be expanded to cover all major excavation sites wherever they are located, despite the weaknessess of the Program.

Although some important issues have been settled through the lease program - in particular a schedule for the completion of construction of the Headland and a final configuration, it appears desirable to include a statement that Council will work with other levels of government and government agencies to ensure that future work at and on the Outer Harbour Headland is carried out in an environmentally sound manner. Such a statement has been added to the other proposed statements for the Outer Harbour Headland.

3.6.4 Concern over G zoning on the Outer Harbour Headland

The whole Headland was shown in the Proposals report zoned "G", that is for parks, rather than Gm which would allow boating uses as well as parks. The Metropolitan Toronto and Region Conservation Authority was concerned because boating uses would not be permitted as-of-right on the Outer Harbour Headland. The MTRCA suggested that either the "G" zoning be amended to include recreational boating uses, or alternatively, that the portion of the Headland designated "Open Space" be zoned "Gm".

As discussed in Section 2.11 it does not seem desirable to add recreational boating uses to the list of permitted G uses because of the potential conflicts between boating and other recreational uses.

However, since it is the City's intent that boating facilities be located on the Headland in the area designated for Open Space it does seem reasonable to make this intent clear and to zone the area Gm as desired by the MTRCA. This has been done on the revised zoning map for the Outer Harbour Headland. However, because of the undefined nature of the boundaries between the

Environmental Resource Area and the Open Space designations, a conservative view of the zoning area has been adopted -- that is on the Open Space side of the zig-zag Official Plan boundary between the two designations.

3.7 The Toronto Islands

The Board of Trade and the Toronto Island Residents Association both commented on the Proposals for the Toronto Islands. The Board of Trade was opposed to the residential community on the Islands. However, as the Plan reflects Council's longstanding policy, the intent of Provincial legislation and recently approved Official Plan and Zoning By-law amendments, no change in policy statements or designations is warranted, apart from those to reflect the recently approved Toronto Islands zoning.

Other changes are required as a result of Bill 191, some of which were recommended by the Toronto Island Resident's Association (TIRA).

Section 5.A.48 should be changed so as to only permit one convenience store to serve the residents, as permitted by Bill 191.

The revised Section 5.A.48 will read as follows:

5.A.48

Notwithstanding Section 5.A.47, Council may pass by-laws to permit limited commercial uses including:

a) a retail store in the structure occupied by the Ward's Island Resident's Association to serve the convenience needs of local residents.

b) uses at Hanlan's Point that would encourage winter use of the Islands, provided that in the opinion of Council, the proposed uses are in keeping with and enhance the character of the Islands.

Section 5.A.47 should also be changed to reflect the result of Bill 191 in terms of leases and zoning. Sub-section c) has been deleted as redundant, since there is now deemed to be a lease between the City and Metro. Sub-section a) has been reworded to reflect the extent of existing residential use, while sub-section d) has been reworded in a manner which encourages TIRA involvement in planning for increased visitors to the residential areas. A new sub-section d) has been added at the suggestion of TIRA. They requested that Council policy be to "ensure direct and reliable public transport to the Islands all year round." This position

was adopted by the Central Waterfront Planning Committee, and is also accepted by the Planning and Development Department. The revised Section 5.A.47 reads as follows:

"5.A.47

Council recognizes that the continuing presence of a residential Community on Wards Island and Algonquin Island within the Toronto Islands District contributes to the diversity, public enjoyment and year-round use of the park, and that the year-round residences on the islands constitute a unique community that is an integral part of the City and an important link with its past. Accordingly, it is the policy of Council to:

a) retain areas of existing residential use as Low Density Residence Areas;

b) preserve, to the extent possible, all residential buildings within the Low Density Residence Area;

c) work with interested parties to increase visitor use and enjoyment of the public areas within and around the Low Density Residence Area;

d) ensure direct and reliable public transport to the islands all year-round."

4. Final Recommendations

This section contains the final recommendations for Official Plan amendments for the Central Waterfront and the implementing amendments to the Zoning By-law. It is therefore recommended that the City Solicitor, in consultation with the Commissioner of Planning and Development, be requested to prepare draft by-laws to give effect to the following:

4.1 Official Plan Amendments: Central Waterfront

The City of Toronto Part I Official Plan should be amended by adding a new section, Section 5.A: The Central Waterfront, as follows:

"5.A The Central Waterfront

5.A.1

Council recognizes the Central Waterfront is one of the chief amenities of the City and region due to the opportunities it provides for land and water-based recreation, its function as a port, the unique views, climate and environment, and its location in the Central Area of the City, close to concentrations of population, employment and activity.

5.A.2

Council's primary goal for the Central Waterfront is to promote increased public enjoyment and use of the area by ensuring that future developments and activities will help achieve the following objectives:

a) extend the richness, diversity and activity of City life to the Central Waterfront, particularly through new residential, commercial and institutional development in Harbourfront and Adjacent Areas and the Central Bayfront;

b) reduce the physical and perceptual isolation of the waterfront from the rest of the City;

c) increase and improve public access and open space along the water's edge, and access between parts of the Central Waterfront;

d) increase the availability, choice and awareness of recreation opportunities and public activities throughout the year; and

e) provide aesthetic and other environmental improvements,

within the context of the land uses contained in this plan.

5.A.3

Council's further goal is to protect and continue to emphasize the important contribution of the Central Waterfront to the well-being of the City as the location of industrial jobs, public utilities and rail and road transportation corridors, and of the Port Industrial District as the location of commercial shipping activities, industrial job opportunities and heavy industry.

5.A.4

In view of the Central Waterfront's unique character and special importance for the City and region, Council will:

a) seek to ensure that new developments enhance the area by achieving excellence in design;

b) undertake a program of landscaping and other public works to improve and beautify public spaces in the Central Waterfront, and encourage other agencies to undertake similar measures;

c) designate pursuant to the Ontario Heritage Act and seek to preserve those buildings and structures which form an important part of the waterfront heritage; and

d) seek to maintain and increase opportunities for public views of the water in accordance with Section 1A.43.

5.A.5

It is the intention of Council that water's edge lands in the Central Waterfront be in public ownership and freely accessible to the public at all times. Accordingly, it is the policy of Council to:

a) discourage the sale or lease of water's edge lands now owned by any government, Crown corporation, public board, commission or agency to private interests, except for uses requiring direct access

to shippping facilities, in which case it is the policy of Council to encourage the leasing and not the sale of water's edge lands;

b) seek the conveyance of water's edge lands for parks purposes or ensure by other means their long-term public accessibility, except where they are designated for industrial use and either should be reserved for shipping purposes, or where existing site layout and use make public access impractical;

c) seek to ensure that new boating facilities are designed to permit public access to water's edge lands;

d) permit public access to water's edge lands in Environmental Resource Areas, except where this cannot be done within the context of an appropriate management plan for the area.

5.A.6

In order to provide variety and promote increased public enjoyment and use of water's edge lands within the Central Waterfront, it is the policy of Council that, where appropriate arrangements can be made:

a) the width of the water's edge lands be expanded by the provision of parks, parkettes, and wider public rights-of-way;

b) except in industrial areas, the ground floor of buildings adjacent to water's edge land should generally be pedestrian oriented and used for purposes to which the public has access;

c) opportunities be provided to observe shipping and industrial operations.

5.A.7

It is the policy of Council that:

a) continuous pedestrian and bicycle routes be established and maintained in and adjacent to the Central Waterfront, and, more particularly, along the mainland shoreline, the Don Valley, the Outer Harbour Headland and the Toronto Islands District; and

b) the bicycle routes be generally separate from pedestrian walkways and, where possible, from the portion of streets or roads used by other vehicular traffic.

5.A.8

It is the policy of Council to promote forms of transportation, including recreational transportation, which connect the various parts of the Central Waterfront and increase public awareness and enjoyment of the area.

5.A.9

Council will seek to secure improved access to the Central Waterfront by:

a) promoting improved transit connections with the rest of the City;

b) upgrading the road system and where possible connecting north-south streets which are interrupted by the railway corridor;

c) providing pedestrian walkways that are comfortable, convenient and enjoyable;

d) extending the downtown system of weather-protected walkways into those areas of the Bayfront which are within the Central Core; and

e) providing bicycle routes to the waterfront.

5.A.10

In addition to Section 5.20, Council will seek ways and means to reduce the barrier effect of the Railway Lands and of the Lake Shore/Gardiner road system and the rail corridor outside the Railway Lands through:

a) the relocation, re-alignment or removal of roads or rail tracks;

b) the development of buildings and open space to reduce the visual perception of such barriers as well as to provide improved access under, through or over the transportation corridors; and

c) seeking to prevent the development of new physical or psychological barriers between Toronto Bay and the rest of the City.

5.A.11

In order to serve the recreation needs of nearby neighbourhoods, the City and the region, it is the policy of Council to encourage in the Central Waterfront:

a) the provision of parks;

b) the provision of public and commercial recreation facilities, having regard for the most appropriate distribution of such facilities within the City and region, and with preference given to those which:

i) need a location at or near the water's edge;

ii) promote year-round enjoyment and use of the waterfront;

iii) are compatible with the character of the area and with nearby uses;

iv) add to the diversity of opportunities to enjoy the waterfront;

v) allow large numbers of people to enjoy the waterfront; and

vi) serve those who would otherwise have limited opportunities to enjoy the waterfront.

5.A.12

Council will seek to ensure that a wide range of recreational boating opportunities is available in the Central Waterfront, and in particular, that:

a) subject to the other provisions of Section 5.A, new boating facilities are encouraged having regard for the distribution of existing and planned facilities in the Toronto region; and

b) sailboat moorings are provided on/or adjacent to the water's of Toronto Bay and the Outer Harbour, provided that congestion is kept within safe and acceptable limits.

5.A.13

In an effort to ensure the adequate provision of land for parks purposes in appropriate locations within the Bayfront, it is the policy of Council to seek the conveyance of lands for parks purposes in accordance with Section 42 of the Planning Act at rates to be established in Part II of this Plan.

Housing, Commercial and Institutional Uses

5.A.14

Council shall encourage residential, commercial and institutional uses in suitable locations within the Central Waterfront, and in particular Harbourfront and Adjacent Areas and the Central Bayfront, in order to:

a) increase the public character of the area;

b) improve the viability of public transportation to and within the Central Waterfront;

c) promote active and varied use of the area by people throughout the year;

d) reduce the physical and perceptual isolation of the Central Waterfront from the rest of the City;

e) assist in meeting Council's housing policies as set out in Sections 1A.20(c) and 2A.

f) provide restaurants, shops, entertainment and other recreation-commercial and institutional facilities for the enjoyment of residents, workers and visitors; and

g) provide or enable the provision of a publicly-accessible water's edge, parks, other public spaces, pedestrian walkways, and improvements to the streetscape.

Industry and Shipping

5.A.15

Council supports and encourages a continuing and expanded industrial role for the Port Industrial District, the East Bayfront and other parts of the Central Waterfront which are appropriate for industrial use.

5.A.16

In order to realize Council's planning objectives for the Central Waterfront, Council will seek the co-operation of the Toronto Harbour Commissioners in ensuring that uses requiring direct access to shipping facilities are compatible with the provisions of this Plan. In particular it is the policy of Council:

a) to encourage the Toronto Harbour Commissioners to maintain, in the Inner Harbour portion of the Port Industrial District, sufficient land to accommodate the present and foreseeable future needs of uses requiring direct access to shipping facilities; and

b) to encourage new port-using industries where such industries will attain a high standard of performance in terms of environmental protection and require a City location.

5.A.17

In considering requests for long-term water and sewage connections for moored vehicles in the Central Waterfront, it is the policy of Council to consider the use of the moored vessel as a land use, and to ensure that such use is appropriately located. In determining the appropriateness of the use, Council shall seek to ensure that:

a) the owner of the vessel requests the Ship Safety Branch of the Canadian Coast Guard to inspect it yearly and that the use may only continue if a report from the Branch shows that the boat continues to meet reasonable safety criteria for the use;

b) the use is compatible with adjacent and neighbouring uses;

c) adequate parking facilities are provided;

d) adequate pedestrian access and views are provided; and

e) water quality is maintained and surface debris is removed in the vicinity of the vessel.

Environment

5.A.18

Council recognizes that the Central Waterfront is particularly well endowed with significant environmental resources and amenities, and that therefore in the Central Waterfront special regard should be had for the environmental policies in this plan.

5.A.19

Council will take all necessary steps to ensure that any land created by filling in Lake Ontario adjacent to the Exhibition District and the Outer Harbour Headland will be used for parks, recreational or ancillary uses and that no such filling is undertaken without regard for its visual effect on the enhancement of the Exhibition District, or the Outer Harbour Headland and the public enjoyment of such areas.

5.A.20

Council regards the Central Waterfront as especially important in the realization of Council's energy policy objectives. Accordingly, Council will encourage developments in this area to use renewable energy sources, and to achieve reductions of energy usage through such means as building orientation, protective landscaping and winter sun exposure.

The Bayfront

5.A.21

Harbourfront and Adjacent Areas and the Central Bayfront, is that part of the Central Waterfront closest to downtown and contains land suitable for planned redevelopment for residential, commercial, institutional, and compatible industrial uses. It is the policy of Council that new developments in Harbourfront and Adjacent Areas and the Central Bayfront should:

a) create new residential and mixed commercial-residential neighbourhoods for a variety of household types;

b) provide parks and open space, especially in areas adjacent to water's edge lands;

c) enhance and encourage the use of water's edge lands for public recreation and enjoyment;

d) create an attractive and interesting pedestrian environment and streetscape, particularly on the north-south streets that provide access to the rest of the City;

e) generally decrease in density with distance from Bay Street;

f) have a form, scale and configuration that ensure the maintenance of views to Toronto Bay, particularly at the ends of north-south streets and at the heads of slips, enhance adjacent public open spaces.

Harbourfront and Adjacent Areas

5.A.22

Harbourfront and Adjacent Areas is largely in public ownership and is suitable for development from predominantly industrial and vacant land to a mix of residential, commercial, recreational and cultural uses in accordance with the Harbourfront Part II Plan, the Terminal Warehouse Part II Plan and the sub-sections below.

5.A.23

In that part of Harbourfront and Adjacent Areas west of Stadium Road, it is Council policy to encourage the retention of recreational facilities and any historic building, while permitting the introduction of residential and further commercial uses which complement the residential and mixed-use development on the remainder to Bathurst Quay. Therefore, with due regard to the above concerns, Council may pass by-laws to permit:

(i) buildings containing recreational uses;

(ii) buildings containing commercial, industrial, and recreational uses compatible with adjacent and neighbouring residential uses, alone or in combination; and

(iii) industrial buildings or uses which are environmentally compatible with adjacent and neighbouring residential uses, alone or in

combination with commercial and/or institutional uses;

up to an aggregate gross floor area of 3.0 times the area of the lot.

5.A.24

Notwithstanding the provisions of Section 5A.23 in order to encourage the preservation of the building known municipally, on January 1st 1983, as No. 637 Lake Shore Boulevard West, such building have been designated by Council as having architectural value or interest under the Ontario Heritage Act, Council may, on the application therefore by the owner of the lot which contains the said designated building, pass by-laws to permit the exclusion of the gross floor area of the designated building, or portion thereof, which is retained in the new development, from the calculation of the maximum permissible density of the new development on the lot, provided that:

(i) where only a portion of the designated building is retained, such portion contains features of architectural value or interest; and

(ii) the relationship between the said designated building, or portion thereof, and the new development on the lot will be, in the opinion of Council, such that the quality and character of the designated building will be respected; and

(iii) the gross floor area excluded does not exceed twenty five percent of the maximum gross floor area permitted on the lot by Section 5.A.23; and

(iv) the retention, maintenance, and use of the said designated building, or portion thereof, are secured by the City by an appropriate legal agreement.

For the avoidance of doubt, a by-law passed under this Section may permit the gross floor area to be used for any purpose set out in Section 5.A.23.

5.A.25

With respect to lands known municipally as Numbers 2, 6, 10, 24, 40, and 50 Stadium Road, with due regard to the concerns listed in Section 5.A.23 above, Council may pass by-laws to permit:

(a) buildings containing recreational and commercial uses to a maximum density of 0.25 times the area of the lot or lots;

(b) on the application therefore by the owner of the lot or lots;

buildings containing commercial, residential and recreational uses, alone or in combination, compatible with adjacent and neighbouring uses, up to an aggregate gross floor area of 3.0 times the area of the lot(s), except that if a significant proportion of the lot(s) is developed to a much lower density, the overall density on the lot(s) may be reduced so that buildings on the remainder of the lot(s) will generally be less than 25 metres high and in keeping with the scale and character of the residential development on the rest of Bathurst Quay.

5.A.26

Prior to passing by-laws referred to in Section 5.A.25 Council shall be satisfied that:

(a) the lands will accommodate the land based uses necessary for recreational boating in the adjacent Mooring Basin, including parking, club or marina space, and ancillary storage for which other appropriate locations have not been provided;

(b) every reasonable effort has been made to accommodate the National Yacht Club and the Alexandra Yacht Club;

(c) wherever possible views of the water from public streets and pedestrian access to the water's edge, and a water's edge promenade have been secured; and

(d) that new land created by lakefill serves the boating community and/or the public interest, and does not adversely affect the functioning of the boat mooring basin.

Central Bayfront

5.A.27

Due to the important site planning, environmental, housing and transportation-related considerations in the

Central Bayfront and the area's importance within the Central Waterfront, it is the policy of Council not to pass by-laws to permit redevelopment in the Central Bayfront until it has adopted detailed policies for these areas or any portion thereof in Part II of this Plan, except for the Harbour Square lands outlined in Section 5A.30.

5.A.28

It is the policy of Council that new development in the Central Bayfront area be restricted to residential, commercial, institutional and recreation uses, designed to encourage use of the district and the water's edge lands.

5.A.29

In developing Part II Plans for any portion of the Central Bayfront pursuant to Section 5.A.21, Council shall have regard for the following:

a) the advantage of a realignment of existing roads, including a possible extension of two-way traffic on Yonge Street southbound to Queens Quay, in order to create more developable land parcels and a more pleasant pedestrian environment;

b) the need for improved weather-protected pedestrian linkages with the Financial District;

c) the development of the Central Bayfront at moderate to high intensity, except that Marine Terminal 27, municipally numbered 7 and 25 Queens Quay East, shall be limited to residential, non-office commercial, institutional or residential development at moderate intensity;

d) the provision of assisted housing in the Central Bayfront consistent with Council's housing goals for the Central Area;

e) the provision of an adequate amount of open space and the securement of water's edge lands for the use of residents, workers and the general public;

f) the establishment of an integrated mix of uses in all areas of the Central Bayfront that are consistent with the other policies of this Plan and provide year-round use of the area;

g) the provision of adequate transit to serve the area;

h) the requirement that residential uses have a satisfactory environment, with special regard to noise and dustfall;

i) means of attaining a satisfactory residential environment with respect to noise and other environmental concerns;

j) means of ensuring the retention and creation of views to the water;

k) the provision of adequate community services and facilities to serve future and residential development in the Central Bayfront; and

l) the continued operation of viable industrial uses in adjacent areas.

Harbour Square Lands

5.A.30

Notwithstanding any of the provisions of this Plan, it is the policy of Council to pass by-laws in the area bounded by York Street, Harbour Street, Bay Street, Queens Quay, Yonge Street Slip, and Toronto Bay to permit buildings containing a mix of residential or commercial uses or community services and facilities, or a combination of any of the foregoing, and parks, provided that:

a) the total gross floor area of all such buildings does not exceed 7.0 times such area; and

b) appropriate regard is had to microclimatic conditions such as wind, calm, sun and shade as may be consequent of any such building; and

c) Council is satisfied that the design of any such building is undertaken in accordance with the intent to minimize obstruction of views to the Lake and Toronto Islands from York Street.

It is the policy of Council to pass by-laws in the area bounded by Bay Street, Harbour Street, Yonge Street and Queens Quay to permit:

1) Buildings containing commercial uses limited to:

i) convention facilities;

ii) facilities primarily for the offices of port trade-related enterprises and other marine and shipping related functions, and secondarily for offices for business and finance related uses, provided that such secondary uses do not exceed 50 percent of the gross floor area of the building, and ancillary uses; and

iii) parking.

Provided that:

a) the total gross floor area of all such buildings does not exceed 1.52 times such area; and

b) appropriate regard is had to microclimatic conditions such as wind, calm, sun and shade as may be consequent of any such building; and

c) Council is satisfied that the design of any such building is undertaken in accordance with the intent to minimize obstruction of views to the Lake and the Toronto Islands from Bay Street.

2) Parking

For the purposes of the immediately preceeding paragraph,

1) community services and facilities means those institutional uses intended primarily to serve a local population, such as, but not limited to, elementary schools, churches and other religious facilities, day care facilities, local health care facilities, community centres, local recreational facilities, and facilities which provide local social welfare services;

2) institutional or institutional use means facilities and services provided for the use of the public or particular segments of the public on an non-prpfit basis, whether directly or indirectly by government, charitable, community, or other social agencies, and includes community services and facilities,

intermediate institutions and regional institutions;

3) intermediate institutions means those institutional uses which serve the population on a direct basis, such as, but not limited to, secondary schools, branch libraries, police stations, fire halls and the Y.M.C.A., and those which provide service across a wider geographic areas but only to particular social, cultural, or religious groups comprising a limited segment of the population;

4) regional institutions means those institutional uses whose service area extends beyond the City of Toronto to include the wider metropolitan area and, in some cases, the surrounding region and beyond, and includes uses such as, but not limited to, major hospitals, post-secondard educational facilities and major public art galleries, museums and libraries.

East Bayfront

5.A.31

The East Bayfront is a viable industrial district which shall remain in industrial use. The City shall encourage and assist the intensification of industrial use, which will not have an adverse environmental impact on nearby residential areas, on currently under-used industrial land.

Port Industrial District

5.A.32

The Port Industrial District is one of the City's chief industrial areas which has been mainly used for heavy industry and shipping related purposes, and is now taking on a wider role by also accommodating general and light industry. It is the policy of Council that the Port Industrial District be strengthened as an industrial area containing:

a) the Toronto region's major port facilities and dockwall sites;

b) a number of industries, which require a City location, involved in the processing, recycling or

storage of raw and other materials, and for which Council will designate Heavy Industrial Areas;

c) vacant land and sites suitable for redevelopment, to be designated as General Industrial Areas in which Council will seek to ensure the accommodation of new and relocating high employment industries; and

d) important recreation amenities to be preserved and potential recreation amenities to be developed.

5.A.33

It is the policy of Council to ensure that the Port Industrial District is made more attractive to a wide range of industries, particularly high employment industries, by:

a) undertaking actions such as landscaping and street improvements, securing parks and harbour viewing areas, and encouraging similar private initiatives;

b) limiting the designation of Heavy Industrial Areas in accordance with Map 1C;

c) passing by-laws to allow an expanded range of retail uses in parts of the Port Industrial District, in order to serve the daily needs of people working there and using nearby recreation areas;

d) encouraging the provision of improved public transit to the Port Industrial District;

e) encouraging the Toronto Harbour Commissioners, subject to Section 5.A.5(a), 5.A.16(a) and 5.A.34, to make land available for high employment industrial uses;

f) ensuring, by the exercise of its available powers and in co-operation with other levels of government, where necessary, that industries achieve a high standard of performance in terms of appearance, landscaping, and environmental protection; and

g) limiting dust-generating uses, including those involving outdoor coal storage.

5.A.34

a) Council will encourage and, where it is within its available powers, undertake the development of lands in the Port Industrial District which are designated open space for recreation and open space purposes, including boating and for bicycle and pedestrian routes to and within such lands.

b) Council considers the establishment of a water's edge promenade through the site of the Metro Sewage Treatment Plant and the lands at the foot of Leslie Street, and along the North Shore which would link major park areas as a recreational objective of particular importance, except that where shipping uses prevent the establishment of a water's edge promenade an alternative pedestrian route should be provided.

5.A.35

In the Port Industrial District, Council may pass by-laws in the General Industrial District to permit Heavy Industrial District uses which existed in the General Industrial District prior to _____(date of adoption of this plan.)

Outer Harbour Headland

5.A.36

The Outer Harbour Headland is a man-made spit which extends into Lake Ontario and has environmental features worthy of preservation. It also has potential for recreational boating and other recreation activies. It is the policy of Council that the Outer Harbour Headland be used for year-round recreation purposes in a manner which respects both of these characteristics. Accordingly:

a) the westerly portion of the Outer Harbour Headland is designated as an Environmental Resource Area to be used in accordance with the environmental policies set out in this Plan; and

b) the eastery portion of the Outer Harbour Headland is designated as open space to be used for active recreation purposes, including a variety of boating and other water-related activities.

5.A.37

It is the policy of Council to support proposals for the Outer Harbour Headland which are in accordance with Section 5.A.36 and which:

a) ensure that roads and intensive activities in the open space area do not adversely affect the character of the Environmental Resource Area;

b) provide recreation opportunities for a wide variety of users;

c) permit public access, notwithstanding construction and fill activities;

d) use parking in peak periods located in adjacent areas of the Port Industrial District;

e) provide bicycle and pedestrian paths from Unwin Avenue to the tip of the Outer Harbour Headland; and

f) prohibit automobile traffic within the Environmental Resource Area.

5.A.38

Council will encourage the provision of regular public transit service at least to the westerly limit of the portion of the Outer Harbour Headland designated open space.

5.A.39

It is the policy of Council to work with the Metropolitan Toronto and Regional Conservation Authority and other appropriate agencies to:

(i) prepare plans for the future development and use of the Outer Harbour Headland, including any additional land to be created by lakefill, in accordance with the policies set out in this Plan, and to adopt the main elements of any such plan as an amendment to this Plan prior to implementation; and

(ii) ensure than any development of the Outer Harbour Headland is carried out in an environmentally sound manner.

Exhibition District

5.A.40

The Exhibition District, except for those lands designated a General Use Area, shall remain a major recreation area which features sporting, amusement, entertainment and exposition activities and events, historic sites, and other public recreation uses. It is policy of Council to support projects which will:

a) increase the daily use of the Exhibition District throughout the year for a variety of local and regional, cultural and recreational needs;

b) improve connections to the water's edge lands and between parts of the Exhibition District, by:

   i) upgrading pedestrian, bicycle and automobile routes; and

   ii) bridging over Lake Shore Boulevard;

c) improve public transit access to the Exhibition District, and in particular to its main attractions;

d) improve the physical attractiveness of the Exhibition District through such means as the location and design of buildings, activities and facilities, the reduction of land devoted to parking, the expansion and unification of park areas, and a comprehensive landscaping scheme;

e) intensify the frequency of use of land and buildings within Exhibition Place; and

f) preserve and enhance historical buildings, structures, places and monuments, and improve their surroundings and accessibility.

5.A.41

The introduction of non-recreational uses not now found in the Exhibition Place may be considered by Council if they contribute significantly and without adverse effect in meeting the objectives set out in Section 5.A.40.

5.A.42

It is the policy of Council to seek to prevent the creation of additional land areas in Lake Ontario in or adjacent to the Exhibition District except in accordance with Section 5.A.19 and with future plans developed under the provision of Section 5.A.44.

5.A.43

It is the policy of Council that developments within the Exhibition District and changes to its access system or parking arrangements should not have an overall adverse effect on adjoining areas.

5.A.44

It is the policy of Council to work with Metropolitan Toronto and the Ontario government to prepare co-ordinated plans for the future development and use of the Exhibition District, exclusive of the area designated General Use Area, in accordance with the policies set out in this Plan.

Toronto Islands District

5.A.45

The Toronto Islands District is an important regional park, it is the policy of Council that the present general character of the Toronto Islands District be maintained, that the year-round use of the area be increased, and the Environmental Resource Areas be appropriately managed and protected.

5.A.46

Council recognized that travel by ferry and the car-free environment are integral to the Toronto Islands District experience and contribute to public enjoyment of the Central Waterfront. Accordingly, it is Council's policy to encourage access to the Toronto Islands District by boat, and that no bridge or tunnel be built which would connect the Toronto Islands District to the mainland.

5.A.47

Council recognizes that the continuing presence of a residential community on Wards Island and Algonquin Island within the Toronto Islands District contributes to

the diversity, public enjoyment, and year-round use of the area, and that the year-round residences on the islands constitute a unique community that is an integral part of the City and an important link with its past. Accordingly, it is the policy of Council to:

a) designate areas of existing residential use as Low Density Residence Areas;

b) preserve, to the extent possible, all residential buildings within the Low Density Residence Area;

c) work with interested parties to increase visitor use and enjoyment of public areas within and around the Low Density Residence Area;

d) ensure direct and reliable public transport to the Toronto Islands District all year-round.

5.A.48

Notwithstanding Section 5.A.47, Council may pass by-laws to permit limited commercial uses including;

a) a retail store in the structure occupied by the Ward's Island Resident's Association to serve the convenience needs of local residents.

b) uses at Hanlan's Point that would encourage winter use of the Toronto Islands, provided that in the opinion of Council, the proposed uses are in keeping with and enhance the character of the area.

Toronto Island Airport Lands

5.A.49

It is the policy of Council that the Toronto Island Airport Lands with the exception of the Airport Parklands, shall be used in accordance with the provisions of the lease agreement between the City, the Toronto Harbour Commissioners and the Government of Canada respecting the Toronto Island Airport Lands for aviation purposes and uses incidental and accessory thereto, and that the Airport Parklands shall be used for parks purposes.

5.A.50

In the event that the airport located on the Toronto Island Airport Lands is closed, it is the policy of Council to seek the immediate conversion of the Toronto Island Airport Lands for parks or parks and residential purposes, and uses incidential and accessory thereto.

Implementation

5.A.51

In order to implement the policies for the Central Waterfront, Council will seek the co-operation of other levels of government and public agencies, particularly where such policies affect their lands or concern matters within their jurisdiction.

4.2 Other Amendments to the Official Plan Part I

Although most aspects of this Plan for the Central Waterfront are covered in the new Section 5A, various other changes to Part I of the Official Plan must be made if the new policies are to be properly integrated.

4.2.1 Recommended Amendments to Section 4: Industry

a) A new heading "PORT INDUSTRIAL DISTRICT" is inserted following Section 4.32;

b) Section 4.33 is deleted and replaced by the following:

"4.33

Since the Port Industrial District is a prime industrial area with good transportation facilities, and site suitable for new industrial development, it is the policy of Council that this area be maintained and improved for industrial and, as required, shipping uses, and that new and relocating high employment industries be encouraged in accordance with the policies set out in Section 5A. Central Waterfront."

NOTE: The Section being recommended for deletion now reads:

"4.33

Council will encourage industries to locate in the City which require ready access to the harbour or to the business facilities of the Central Area."

This policy is no longer necessary in light of the revised industrial policy in the preceding portions of Section 4.

c) Section 4.34 is deleted.

NOTE: The Section being deleted now reads:

"4.34

Council will encourage the location of industrial firms that require large sites and locations in the Port on new land created through filling operations in the Port, and Council will encourage the development of such new land as an attractive industrial estate containing a trucking centre."

This policy is no longer necessary in light of the new Section 4.33.

4.2.2 Amendments to Section 5: Parks, the Ravines, the Waterfront and the Railway Lands

a) Section 5 is amended by deleting the words "The Waterfront" from the title of the section.

b) Section 5.1 is amended by deleting "The Lakeshore, the Toronto Islands" and by substituting therefor "The Lake Ontario shoreline and islands". The statement will therefore read as follows:

"5.1

The Lake Ontario shoreline and islands, the ravines and the escarpment north of Davenport Road are the chief natural features of the City. It is Council's policy that the use and development of these areas shall not prejudice their use for public recreation and enjoyment, except that along those portions of the shoreline designated for industry, the requirements of shipping and industry requiring direct water access shall be paramount."

c) Section 5.2 is amended by deleting "the Lakeshore, the Toronto Islands" and by substituting therefor "the Western Beaches, the Eastern Beaches, the Exhibition District, the Toronto

Islands District, the Outer Harbour Headland". The statement will therefore read as follows:

"5.2

It is Council's policy that the Western Beaches, the Eastern Beaches, the Exhibition District, the Toronto Islands District, the Outer Harbour Headland and the ravines, together with the other areas designated as open space on the Generalized City Plan Map, form the major parks system of the City containing regional parks and systems of district and local parks."

d) Section 5.3 is amended by inserting after the words "open space" the words "or who own land having frontage on or access to the water's edge". The statement will therefore read as follows:

"5.3

Council will develop or will encourage the development of the major parks system with continuous paths suitable for use by pedestrians, equestrians, skiers and cyclists, connecting the individual parks comprising the system. Council will seek the co-operation of private owners and of public authorities and agencies who own land in areas designated as open sapce or who own land having frontage on or access to the water's edge lands to achieve the development of these continuous connecting links and paths."

e) The heading "The Waterfront" following Section 5.10 is deleted and a new heading "The Eastern and Western Beaches" is substituted therefor.

f) Section 5.11 is amended by deleting the words "the Toronto Islands, the Canadian National Exhibition Parklands". The statement will therefore read as follows:

"5.11

The Eastern Beaches and the Western Beaches shall be used only for park, recreational or ancillary uses."

This change is proposed in light of new policies governing the Toronto Islands District and the Exhibition District.

g) Section 5.14 is deleted and replaced with the following:

"5.14

Council will take any necessary steps to ensure that any land created by filling in Lake Ontario adjacent to the Eastern Beaches or the Western Beaches will be used only for parks, recreational or ancillary uses, and that no such filling is undertaken without regard to its visual effect on the enhancement of the Eastern Beaches or the Western Beaches and the public enjoyment of these areas."

h) Section 5.15 is deleted and replaced with the following:

"5.15

Public access to parks located in the Eastern Beaches and the Western Beaches will be improved provided the appearance and recreational value of these areas wil not be adversely affected, and provided such improved access does not adversely affect the use of adjacent residence areas."

i) Section 5.16 is deleted.

Note: The Section being deleted now reads:

"5.16

It is the policy of Council that the Central Harbour be developed with residential, commercial, parks, recreational and public uses. Council will take any necessary steps to encourage the use of land created by filling the lake adjacent to the Central Harbour for the aforesaid purposes."

This statement is superceded by the policies of Section 5A Central Waterfront, the Harbourfront Part II Plan and the Terminal Warehouse Part II Plan and is no longer relevant.

j) Section 5.17 is deleted.

The section being deleted now reads:

"5.17

It is the policy of Council to pass by-laws which permit development in the Central Harbour in accordance with the provisions of Section 5.16 provided:

i) residential uses permitted by such by-laws conform with the policies for residence areas as set out in Section 2; and

ii) commercial uses are consistent with the policies of Section 3.5."

This statement is also superceded by the adoption of policies of Section 5A: Central Waterfront and is no longer relevant.

k) Section 5.18 is deleted.

Note: The Section being recommended for deletion now reads:

"5.18

It is the policy of Council that the Port, including any land therein created by filling, be developed for industrial purposes in accordance with the provisions of Section 4.34 and that the portion of the Port area designated on the Generalized City Map Plan as open space be developed for public use."

This statement is superceded by changes to Section 4 and by the policies of Section 5A: Central Waterfront and is no longer relevant.

l) Section 5.18(a) is renumbered 5.A.30

m) Section 5.19(b) is deleted.

Note: The Section being deleted now reads:

"5.19(b)

It is the policy of Council not to pass by-laws respecting the development of lands located within the are bounded by Lake Shore Boulevard, Yonge Street, Toronto Bay, and the Western Channel and Bathurst Street, until Council has adopted policies respecting such areas in Part II of the Official Plan."

This is superceded by Section 5.A.21.

4.2.3 Environmental Policies

The following new Sections are to be inserted into the Official Plan:

ENVIRONMENTAL RESOURCE AREAS

A) Council recognizes that the City contains certain areas of land and water the conservation of which is in the public interest, in that they contain unusual, rare,

significant or sensitive environmental features such as landforms, vegetation, or areas used by wildlife populations. Accordingly, it is the policy of Council that such areas be designated as Environmental Resource Areas which shall be maintained and managed for conservation, public enjoyment and compatible recreation uses.

B) In an effort to ensure that Environmental Resource Areas are appropriately used, Council will work with the owner or owners of each Environmental Resource Area, and prepare:

a) a list of permitted uses, which shall generally consist of uses appropriate to the features and character of the area and which are normally permissible within a "G" zone, including low-intensity recreation uses, nature interpretation programs and educational activities;

b) environmental performance requirements to be used in the review of plans or drawings relating to public works or development;

c) vegetation and wildlife management practices;

d) provisions for public access to and within the Environmental Resource Area;

e) procedures for maintenance and clean-up programs; and

f) an information dissemination and signage program.

C) Prior to changing the permitted uses within Environmental Resource Areas from those permitted pursuant to Section B.2, Council shall be satisfied that environmental impacts of proposed uses will be within limits acceptable to Council, and shall for such purposes require the proponent to submit a report setting out:

a) the purpose and benefits of the proposed undertaking;

b) the direct and indirect environmental effects of the proposed undertaking, and alternatives to the undertaking or alternative methods of carrying out the undertaking;

c) actions to prevent, change, mitigate or remedy the potential environmental effects expected to result from the undertaking or alternatives; and

d) any adverse effects which cannot be avoided should the undertaking or its alternatives be implemented.

D) The boundaries of Environmental Resource Areas are general in nature. More precise boundaries will be established in co-operation with the owners of the lands through detailed study.

LAKEFILL POLICIES

E) It is the policy of Council that within the City of Toronto the creation of new land in Lake Ontario or any bay, channel, slip or lagoon connected therewith shall take place only where Council has indicated in the Zoning By-law, prior to the commencement of lakefilling, the use to which the land created by lakefilling may be put. Minor lakefilling for the purpose of stablizing an existing shoreline is exempt from this provision.

Before approving an amendment to the zoning by-law to permit the proposed use of any area suitable for lakefill, and prior to any lakefilling, Council shall be satisfied that:

a) there is a clear public benefit in creating the land;

b) this is the best location for the land for its proposed use;

c) there will be a minimal negative impact on water quality and circulation, and, in particular, the Hearn Generating Station plume, the dispersal of effluent from the Main Sewage Treatment Plant, or the exchange of water between Toronto Bay, the Outer Harbour, and Lake Ontario will not be impeded;

d) the lakefilling has been the subject of a formal environmental assessment, or, where this is not required, an appropriate written analysis of the environmental impact shows that the environmental effects are acceptable and will be minimized as far as possible;

e) except where water's edge lands will be used for shipping, or industries requiring direct access to the water:

i) advantage has been taken of the new shoreline for public recreation and there will be no decrease in overall recreational opportunities;

ii) existing recreational boating opportunities will not be reduced and new recreational boating facilities will be provided where appropriate;

iii) the lakefilling will be carried out in a manner which maximizes public access to lands that are normally publicly accessible.

Council will seek the co-operation and comments of appropriate government bodies and public agencies, including the Toronto Harbour Commissioners, in order to implement this policy, and nothing in this section shall be construed as limiting the powers of the Toronto Harbour Commissioners regarding shipping and navigation.

F) OTHER ENVIRONMENTAL POLICIES

a) Council recognizes that portions of the Central Waterfront contain significant environmental resources and amenities in its landforms, water bodies, climate, air quality, vegetation and wildlife, and will endeavour to preserve and enhance them.

b) Council will work with other levels of governments and agencies to secure the undertaking of measures and programs which will reduce contamination and improve water quality, including surface debris, throughout the Central Waterfront, in the lower Don River, and in the adjacent portions of Lake Ontario.

c) Council will seek to obtain the reduction of dustfall, particulates, odour, and other emissions so as to improve air quality throughout the Central Waterfront.

d) In order to maintain and enhance the vegetation and wildlife features which contribute to the unique character of the Central Waterfront, Council will encourage other governments and

agencies to adopt appropriate vegetation and wildlife management practices.

e) Council regards certain lands and water of the Toronto Islands District, the Toronto Island Airport Lands and the Outer Harbour Headland as appropriate for the conservation of unusual, rare, significant or sensitive environmental features. Accordingly, such lands are designated as Environmental Resource Areas."

4.2.4 Amendments to Section 7: Transportation

a) Section 7.17 is deleted and replaced by the following:

a) Council will support the continued use of the Toronto Island Airport Lands for aviation purposes, subject to Section 5.A.50;

b) It is the policy of Council to oppose the establishment of any new airport in the City of Toronto.

NOTE: The Section being deleted now reads:

"7.17

Council will support and encourages the extension of the airport or airports as required, to provide adequate air service including the maintenance and improvement of an airport located in the Central Harbour, Toronto Islands or the Port, or in their vicinity, to serve the Central Area of the City."

This Section is superceded by the adoption of policies in Section 5A: Central Waterfront and by the new Section 7.17.

4.2.5 Amendments to Section 10: Definitions

a) Section 10.26 is amended by:

i) adding "Environmental Resource Area" to the list of areas defined by Map 1;

ii) deleting the following words from the list of areas defined by Map 5:

"the Lakeshore"
"Canadian National Exhibition Parklands"

"Central Harbour"
"the Port"
"Toronto Islands"; and

iii) adding the following words to the list of areas defined by Map 5:

Airport Parklands
The Bayfront
Central Bayfront
Central Waterfront
East Bayfront
Exhibition District
Harbourfront and Adjacent Areas
Outer Harbour Headland
Port Industrial District
Toronto Island Airport Lands
Toronto Islands District

b) The following definition is inserted into Section 10:

"10.42

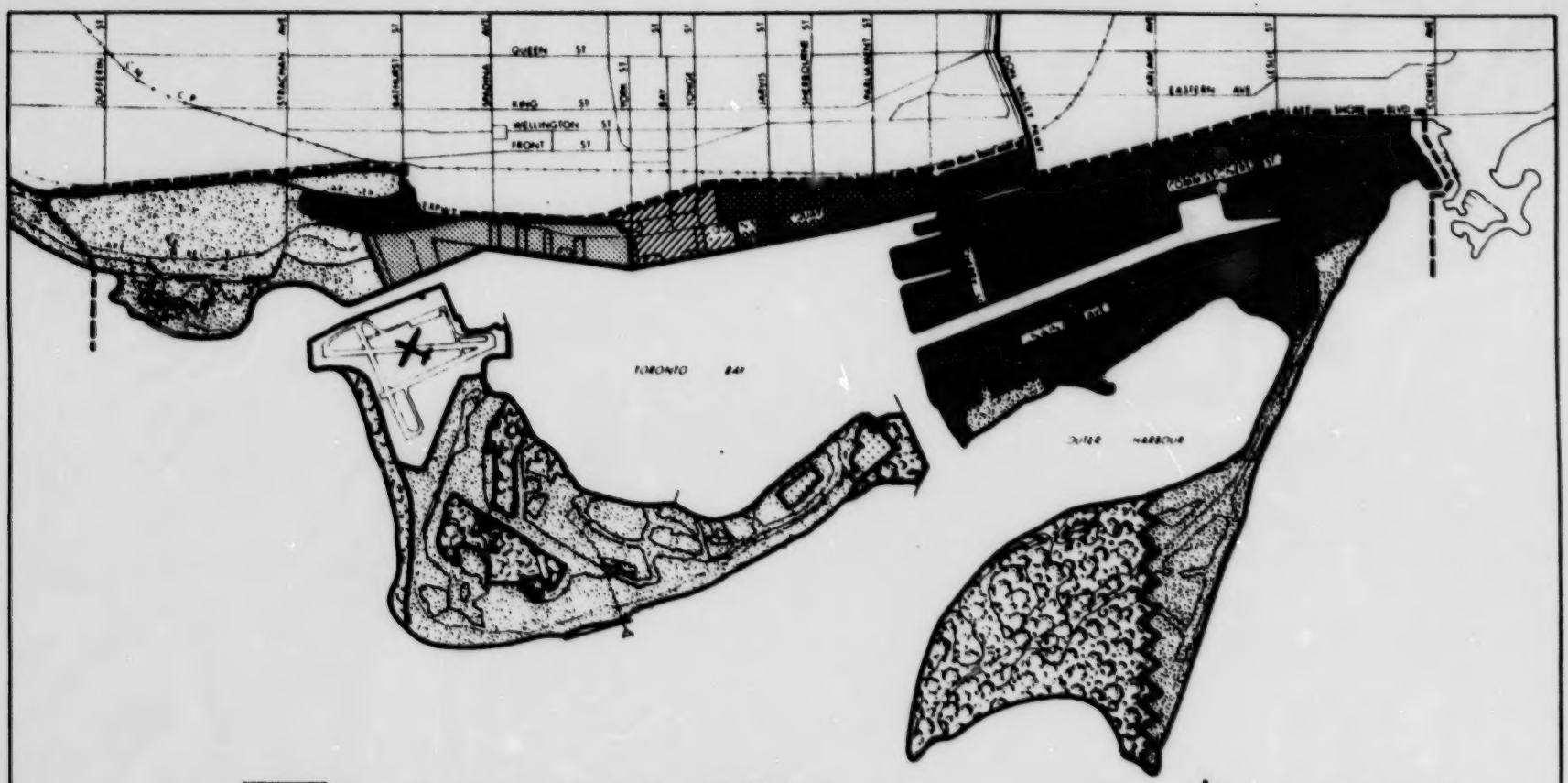
The term 'water's edge lands' means any land which lies within seven metres of the shoreline of Lake Ontario, Toronto Bay, the Outer Harbour, or of any channel slip or lagood having access to any of the foregoing bodies of water, such shoreline to be established at 1 metre above International Great Lakes Datum, where there is no well-defined shoreline.

4.2.6 Amendments to Part I Official Plan Maps

a) Map 1 is amended by deleting the Central Waterfront area and replacing it with the words "See Map 1C".

b) A new Map 1C, shown in this report as Map A - "Proposed Amendment to Map 1 - Generalized City Plan, Part 1", is added to the Part I Official Plan.

c) Map 5 is amended in accordance with the map entitled "Proposed Amendments to Map 5: Part I Official Plan".

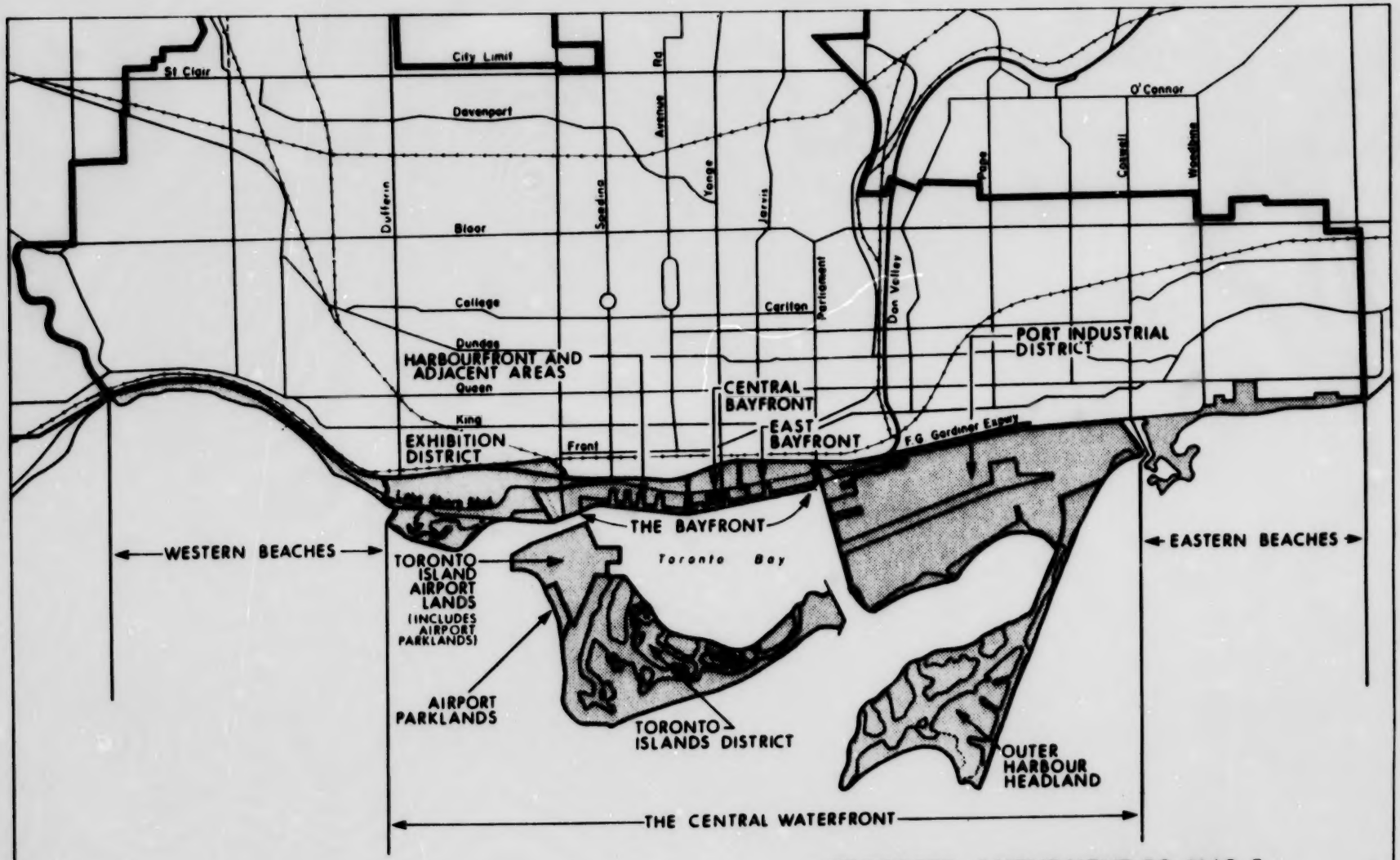


PROPOSED AMENDMENT TO
MAP 1-GENERALIZED CITY PLAN:
LAND USE OFFICIAL PLAN, PART I

A

The Central Waterfront

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT MAR., 1984
STEPHEN G. McLAUGHLIN, COMMISSIONER



PROPOSED AMENDMENT TO MAP 5
PART I OFFICIAL PLAN

B

The Central Waterfront

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT MAR., 1984
STEPHEN G. McLAUGHLIN, COMMISSIONER

4.3 Recommended Zoning Amendments

The following is a list of changes to Zoning By-law 20623 which are required to implement this plan.

4.3.1 Density and Use

The zoning maps which apply to the Central Waterfront should be amended in accordance with Maps C2, D2, E2, F2, and G2.

4.3.2 Zoning to permit marinas and other recreational boating uses.

A new zoning category should be introduced as follows:

Gm District

1) No person shall within any Gm district use any lot or erect or use any building or structure for any purpose except for any G use, or one or more of the following Gm uses, namely:

   a) a park;

   b) a marina;

   c) a recreational boating use, including but not limited to a boating club, a boating school, boat rentals, boat launching and boat storage;

   d) a business for the repair or maintenance of recreational boats or boat equipment; or

   e) any use which is accessory to any of the foregoing uses.

4.3.3 Changes to the zoning for the Port Industrial District

a) Zoning By-law 20623, as amended, is to be amended to permit in I3 districts in the Port Industrial District, the use of land and buildings, and additions to land and buildings, for purposes listed in Section 12(g) and Section 15(1)(e) of By-law 20623 provided the land, building or structure was used for such a purpose on _____ (the date of passage of this By-law amendment).

   The intent of this provision is to legalize all existing "C4" and "I4" industrial uses in the Port Industrial District.

b) In addition to the commercial and institutional uses incidental to industry listed in Sections 12D(1)(b) and 12E(1)(b) of By-law 20623 the following commercial uses shall also be permitted in the I3 zone district of the Port Industrial Area: a boat chandler, a pharmacy, a variety or smoke shop, a hardware shop, a shoe repair shop, a shoe shime shop, a boat showroom and sales outlet, a retail store for the sale of marine supplies.

c) "A retail outlet ancillary to industry" shall be permitted in all I3 zoning districts in the Port Industrial District, provided it is accessory to a permitted manufacturing or related activity listed in Section 12D(1)(a)(i), 12E(1)(a)(i), or 12F(1)(a)(i) or By-law 20623, as amended.

d) The following uses shall not be permitted in the I3 districts south of the Keating Channel west of Cherry Street and in the I3 districts south of the Ship Channel or west of Leslie Street:

An armoury or drill hall; a city yard - class A; a bus station; a cartage, express or truck transport yard or terminal; a contractor's yard; a contractor's shop - class B; a builder's supply yard; a retail coal, coke and wood yard; a railway service and repair yard; a sales or hire garage; an animal food factory; a dairy products plant; a gelatin plant; a meat products plant; a fish packing plant; or a motor vehicle repair shop - class B unless all operations are enclosed within a building.

e) The following uses shall not be permitted in the I3 districts referred to in (c) above, except when they are accessory to a permitted manufacturing or related activity listed in Sections 12D(1)(a)(i), 12E(1)(a)(i)m or 12F(1)(a)(i):

a private garage; a parking lot; wholesaling establishment - general; a cold storage plant; a food wholesaling establishment; a private commercial garage; a public or private commercial scales; a sample or showroom; a retail outlet ancillary to industry.

f) Section 16(2)(wwww) of By-law 20623 was implemented under By-law 356-76. The effect of this section is to prohibit certain commercial uses in the "C4" zone areas of the Port Industrial District. With the coming into force and effect of I zone categories this section would be redundant.

g) Section 16(2)(172) of By-law 20623 was implemented by Section 6A of By-law 356-76. The effect of this section is to prohibit certain commercial uses in the "C3" zone areas of the Port Industrial District. With the coming into force and effect of I zone categories this section would be redundant.

h) Section 16(1)(175) of By-law 20623 was implemented by Section 5A of By-law 356-76. The purpose of this clause was to recognize certain existing I4 uses located within the areas proposed to be zoned within the areas proposed to be zoned I3.

As these uses would be recongized under the clause proposed in Section 4.3.3.(a) of this report, this section would be redundant.

i) By-law 20623, as amended, shall be amended to permit: a contractors yard at 75 Basin Street; a poultry killing and processing establishment at 115 Saulter Street; and a fuel storage tank in any I3 zone within the Port Industrial District, except on lands lying south of Unwin Avenue and east of the Hearn Generating Station Circulating Channel.

4.3.4 Permitted Uses in the General Use Area at Bathurst Street and Fleet Street

a) By-law 20623, as amended, shall be amended to permit:

1) a brewery at 640 Fleet Street West

2) an armoury or drill hall at 660 Fleet Street West

3) an inoffensive gas plant at 470 Lake Shore Boulevard West

b) Section 16(1)(gggg) of By-law 20623 shall be deleted. It is obsolete in view of the new IC zoning designations covering this area.

4.3.5 Permitted Use and Density on sites on the west side of Stadium Road.

For the area designated CR LO.5 UI00 on the west side of Stadium Road By-law No. 20623 is amended to:

(a) permit the use of any land, or the erection or use of any buildings, for any recreational boating use, a business

for the repair or maintenance of boats or boating equipment, or any use accessory to the foregoing uses;

(b) the parking requirements for each use to be combined according to the provisions of Section 4(13A), 3(1), 3(ii) and 3(iii) of By-law 20623, as amended, and the heading "occupancy rate" in Schedule 1, of By-law 20623, as amended, and the provisions below;

(c) prohibit the erection of a building containing residential uses;

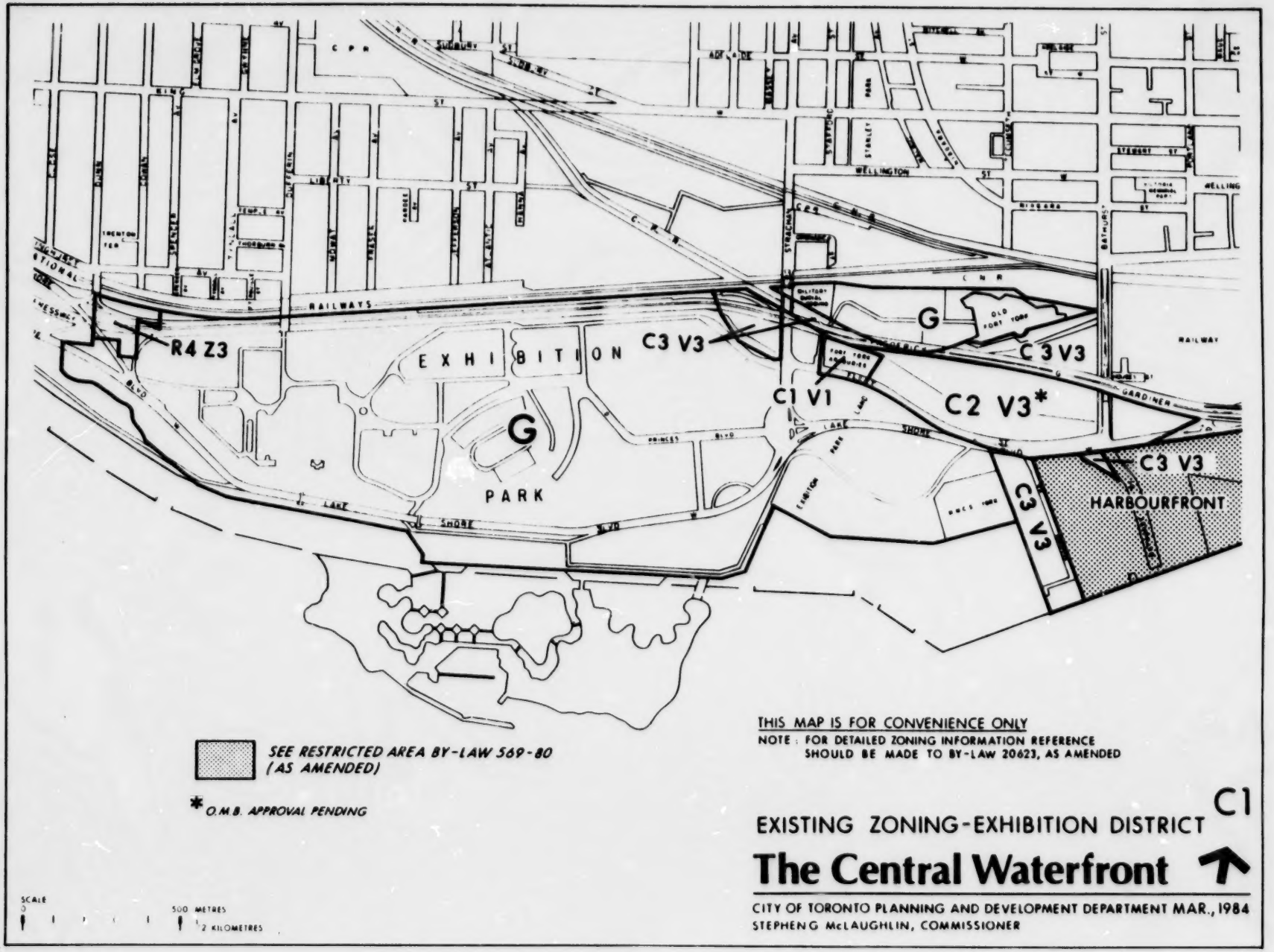
(d) prohibit the erection of a building having a greater gross floor area than 0.25 times the area of the lot;

(e) prohibit the erection of any building or structure unless within the aforesaid area at least 200 parking spaces are provided and reserved in the evenings and at weekends within 300m of the site during the summer for the first 400 boat moorings in the adjacent Mooring Basin, with an additional 0.7 parking spaces for each additional boat mooring, except that such spaces shall not be provided on parcels 3 or 4 of the Bathurst Quay Sub-Area Plan.

4.4 Other Actions

4.4.1 East Bayfront Market and Zoning Study

It is recommended that the Commissioner of Planning and Development, in consultation with the Toronto Harbour Commissioners, the Province of Ontario, and other interested parties, prepare a marketing study and zoning strategy for the East Bayfront, and make any recommendations deemed necessary to ensure that the East Bayfront is strengthened as a viable area for industrial and ancilliary commercial uses.



SEE RESTRICTED AREA BY-LAW 569-80 (AS AMENDED)

* O.M.B. APPROVAL PENDING

THIS MAP IS FOR CONVENIENCE ONLY

NOTE : FOR DETAILED ZONING INFORMATION REFERENCE SHOULD BE MADE TO BY-LAW 20623, AS AMENDED

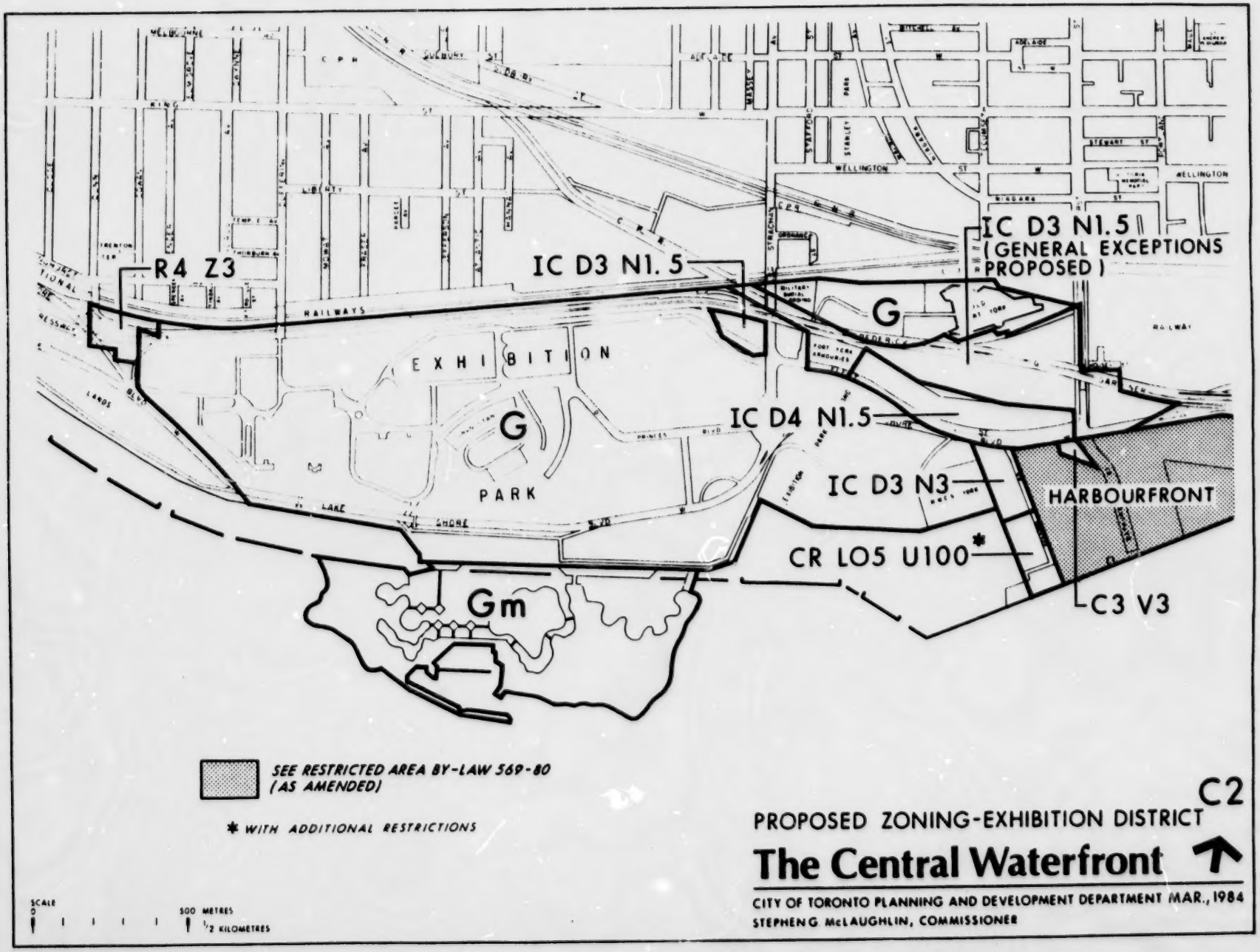
SCALE
0 500 METRES
½ 2 KILOMETRES

C1

EXISTING ZONING-EXHIBITION DISTRICT

The Central Waterfront

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT MAR., 1984
STEPHEN G. McLAUGHLIN, COMMISSIONER



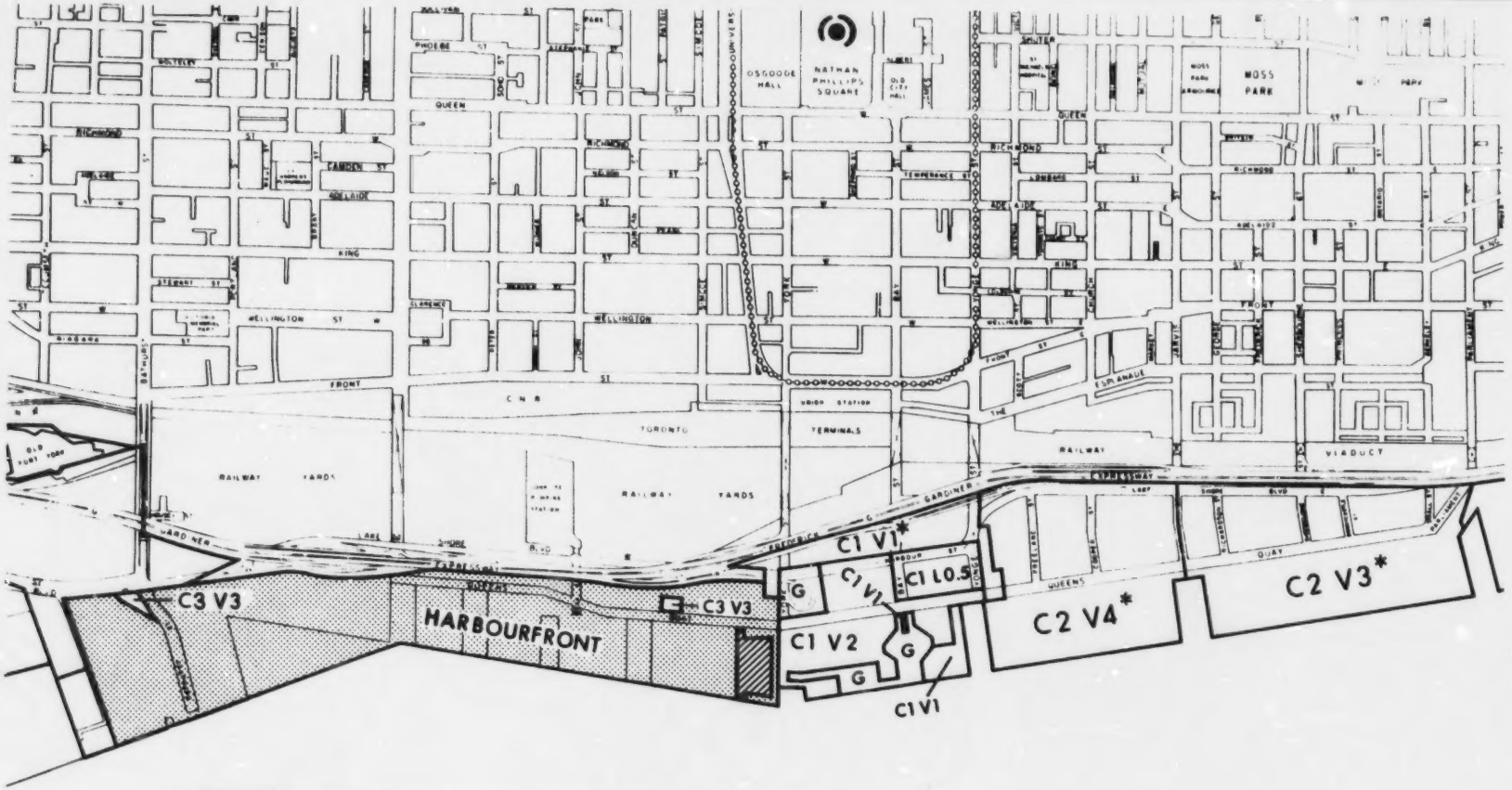
C2

PROPOSED ZONING-EXHIBITION DISTRICT

The Central Waterfront

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT MAR., 1984

STEPHEN G. McLAUGHLIN, COMMISSIONER



SEE RESTRICTED AREA BY-LAW 569-80 (AS AMENDED)

SEE RESTRICTED AREA BY-LAW 93-81 (AS AMENDED) AND 94-81

*O.M.B. APPROVAL PENDING

THIS MAP IS FOR CONVENIENCE ONLY

NOTE : FOR DETAILED ZONING INFORMATION REFERENCE SHOULD BE MADE TO BY-LAW 20623, AS AMENDED

SCALE 0 500 METRES ½ KILOMETRES

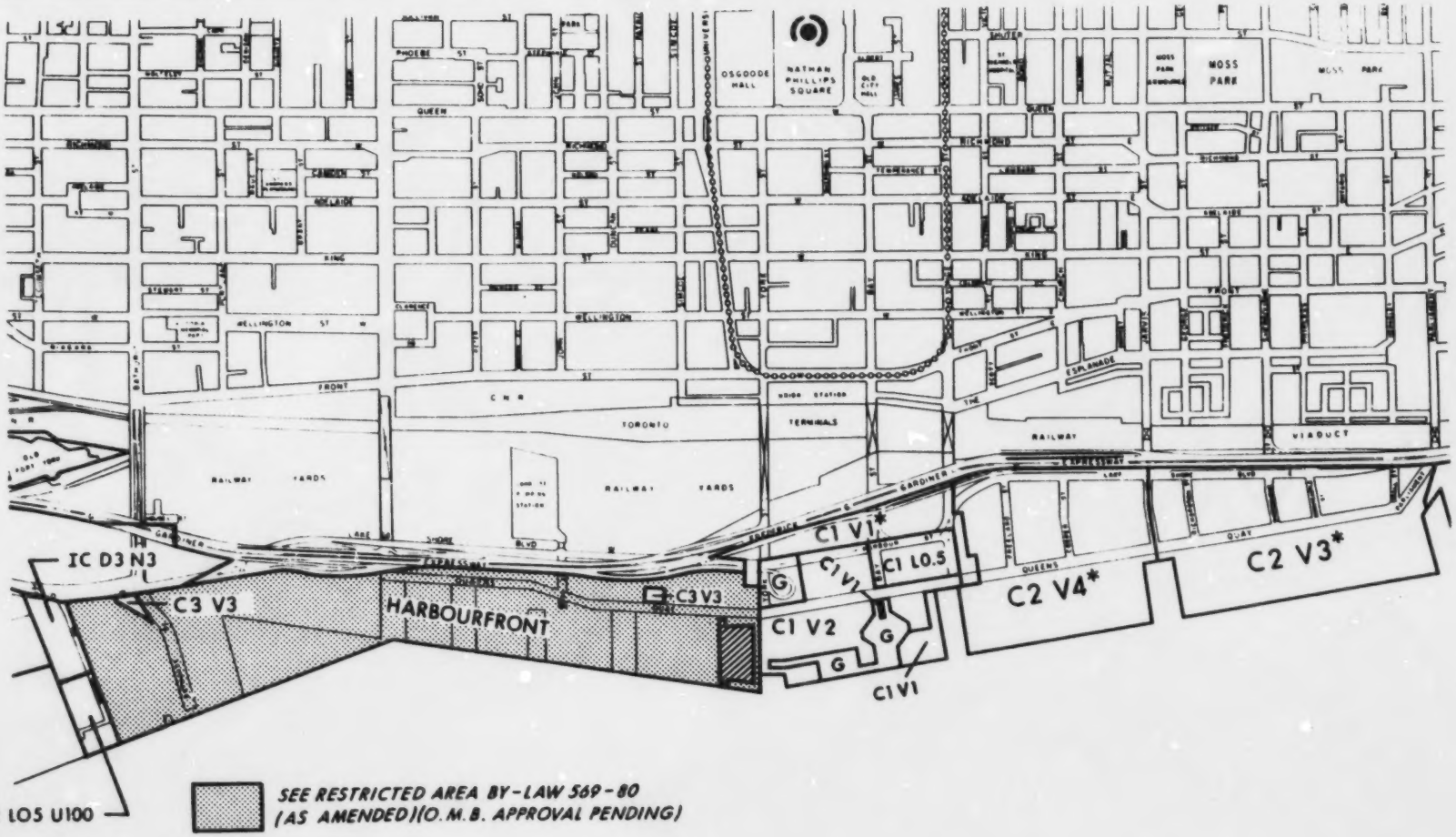
EXISTING ZONING - THE BAYFRONT

D1

The Central Waterfront

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT MAR., 1984

STEPHEN G. McLAUGHLIN, COMMISSIONER



SEE RESTRICTED AREA BY-LAW 569-80 (AS AMENDED)(O.M.B. APPROVAL PENDING)

SEE RESTRICTED AREA BY-LAW 93-81 (AS AMENDED) AND 94-81

* O.M.B. APPROVAL PENDING

SCALE 0 500 METRES 1/2 KILOMETRES

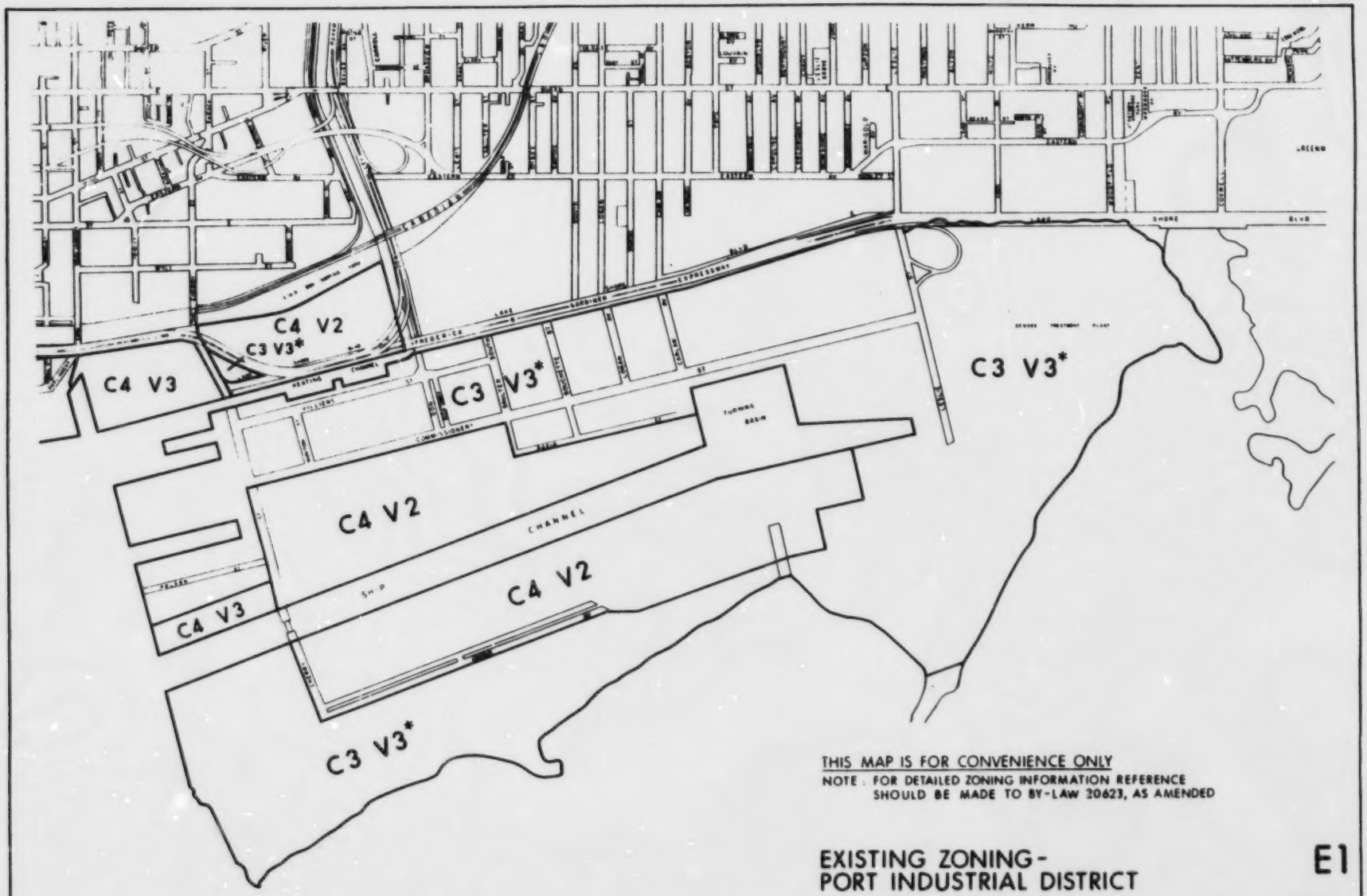
D2

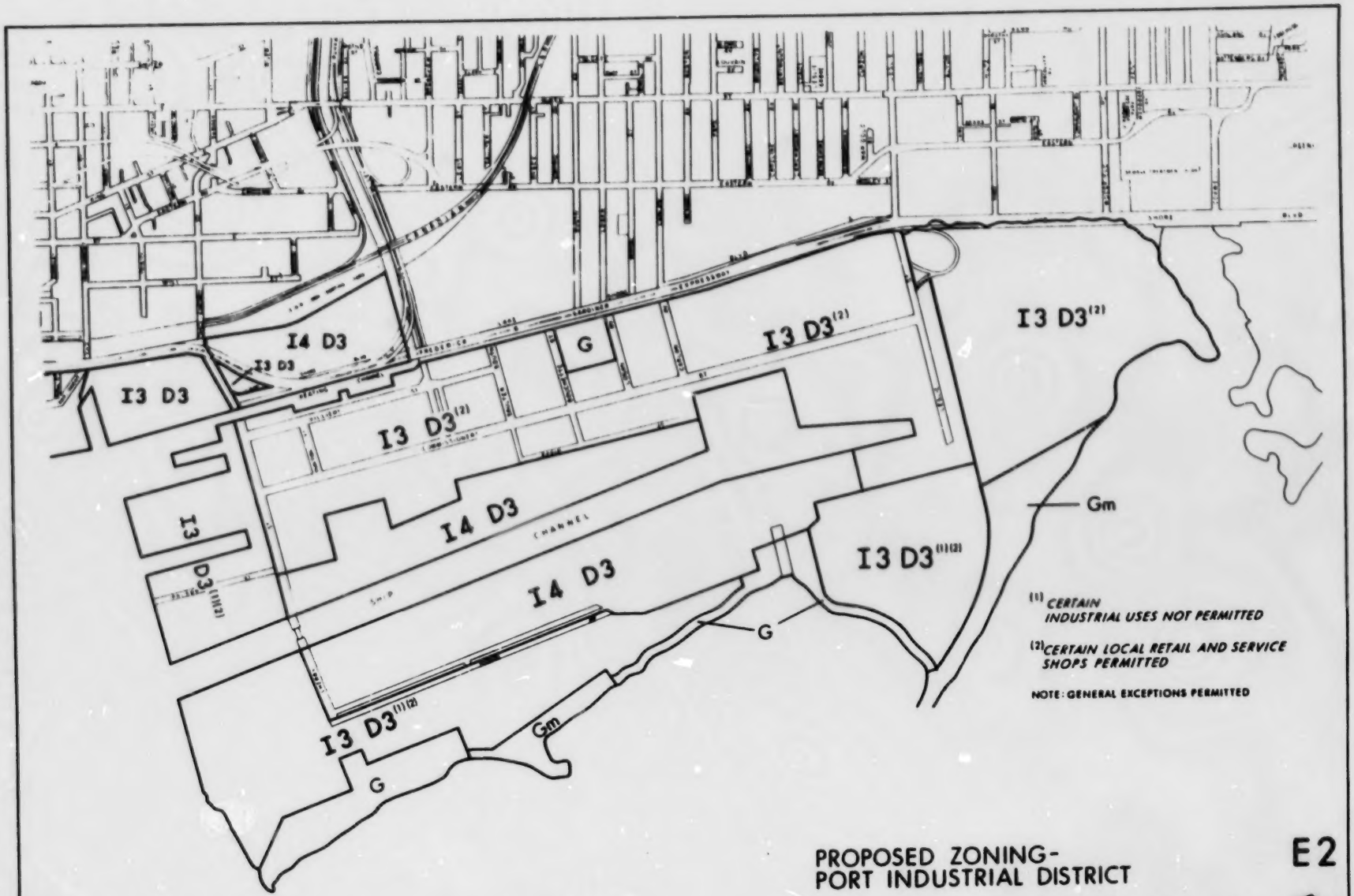
PROPOSED ZONING - THE BAYFRONT

The Central Waterfront

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT MAR., 1984

STEPHEN G. McLAUGHLIN, COMMISSIONER


C4 V2
C3 V3*
C4 V3
C3 V3*
C3 V3*
C4 V2
CHANNEL
C4 V3
C4 V2
C3 V3*
THIS MAP IS FOR CONVENIENCE ONLY
NOTE : FOR DETAILED ZONING INFORMATION REFERENCE SHOULD BE MADE TO BY-LAW 20623, AS AMENDED
EXISTING ZONING -
PORT INDUSTRIAL DISTRICT
E1
The Central Waterfront
CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT MAR., 1984
STEPHEN G. McLAUGHLIN, COMMISSIONER
*O.M.B. APPROVAL PENDING
SCALE
500 METRES
½ KILOMETRES



PROPOSED ZONING-
PORT INDUSTRIAL DISTRICT

E2

The Central Waterfront

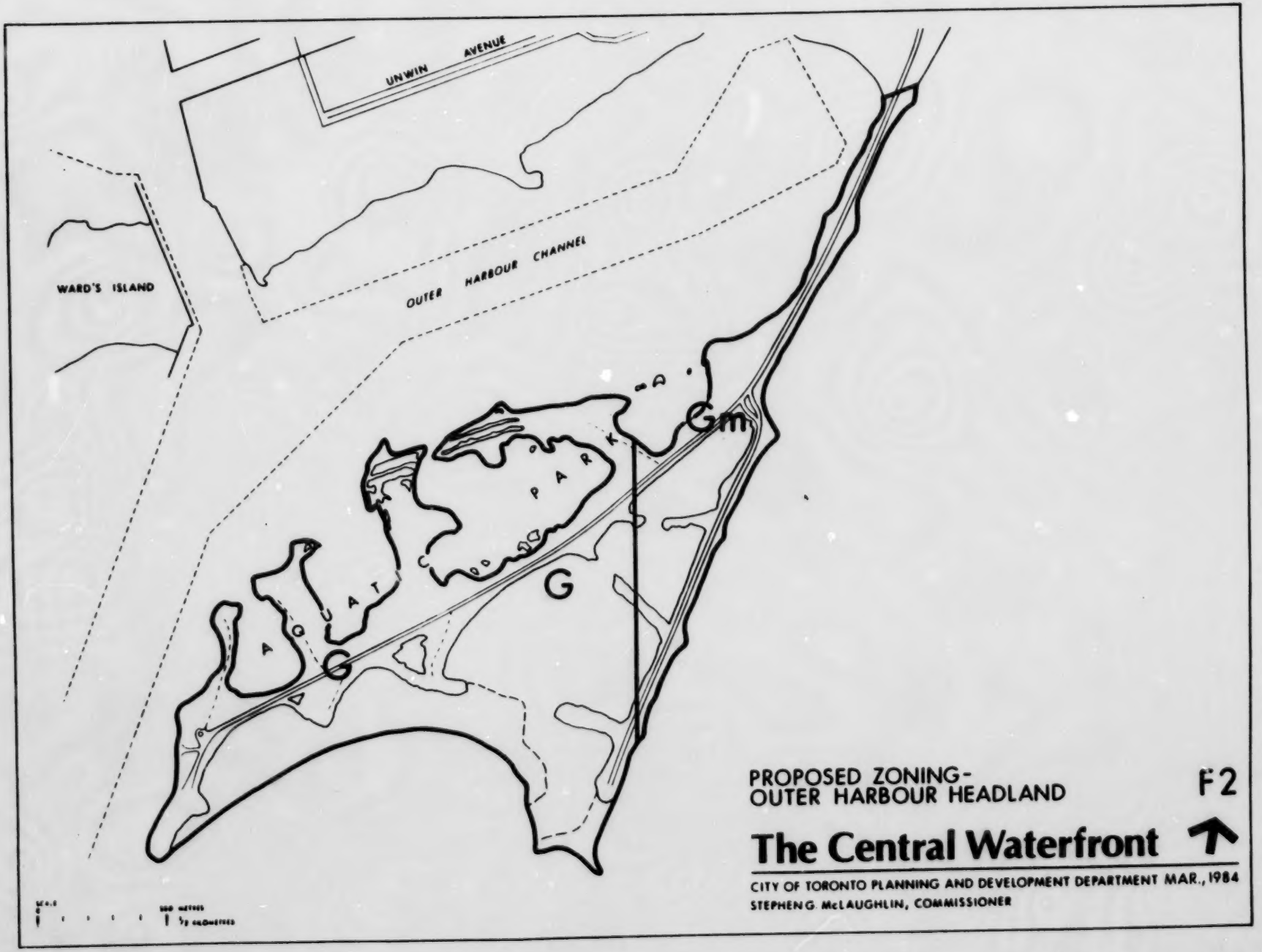
CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT MAR., 1984
STEPHEN G. McLAUGHLIN, COMMISSIONER

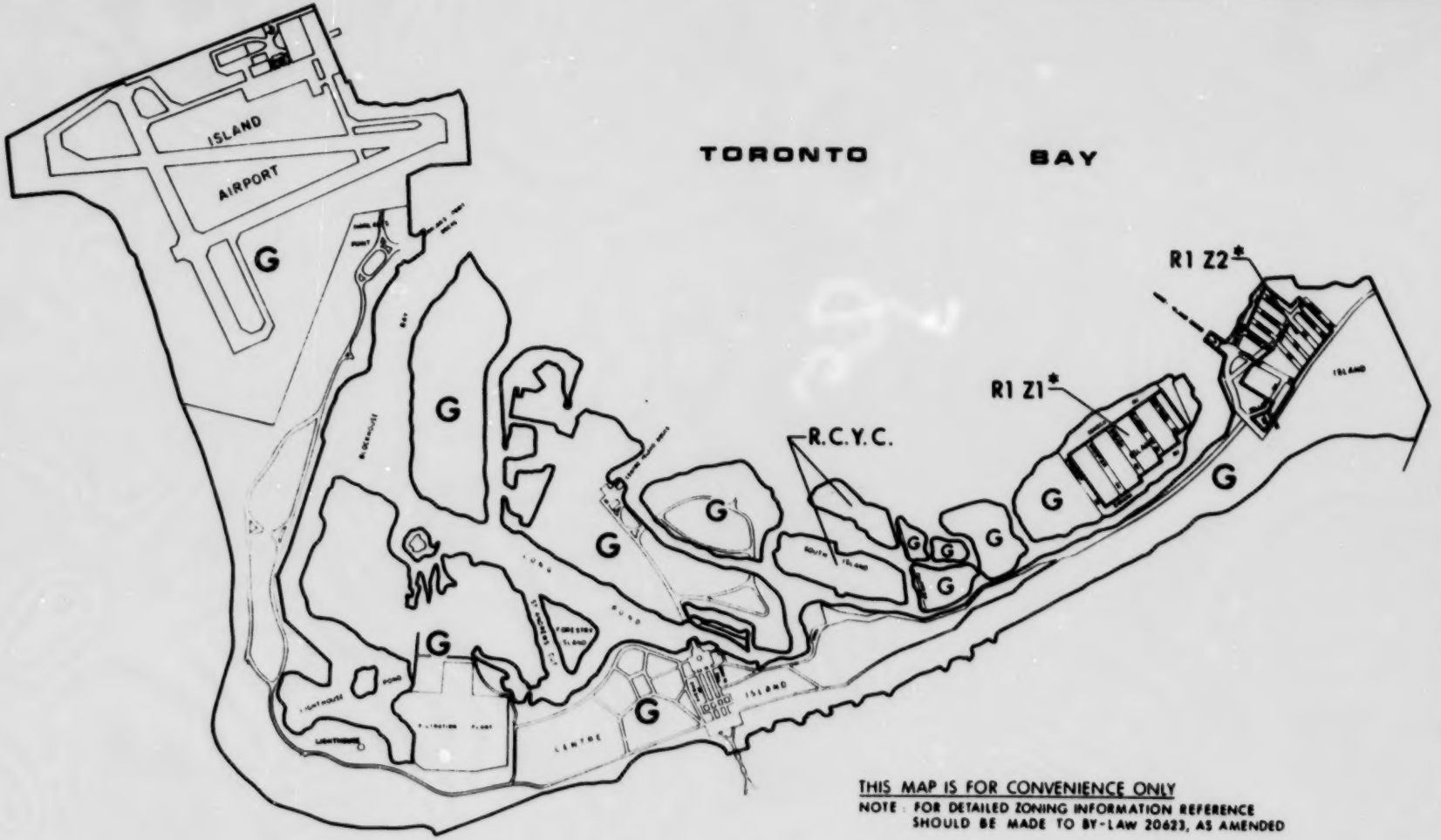
EXISTING ZONING-
OUTER HARBOUR HEADLAND

F1

The Central Waterfront

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT MAR., 1984
STEPHEN G McLAUGHLIN, COMMISSIONER


UNWIN AVENUE
WARD'S ISLAND
OUTER HARBOUR CHANNEL
A
Gm
PARK
G
AQUATIC
G
PROPOSED ZONING-
OUTER HARBOUR HEADLAND
F2
The Central Waterfront
CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT MAR., 1984
STEPHEN G. McLAUGHLIN, COMMISSIONER



THIS MAP IS FOR CONVENIENCE ONLY
NOTE : FOR DETAILED ZONING INFORMATION REFERENCE SHOULD BE MADE TO BY-LAW 20623, AS AMENDED

* O.M.B. APPROVAL PENDING

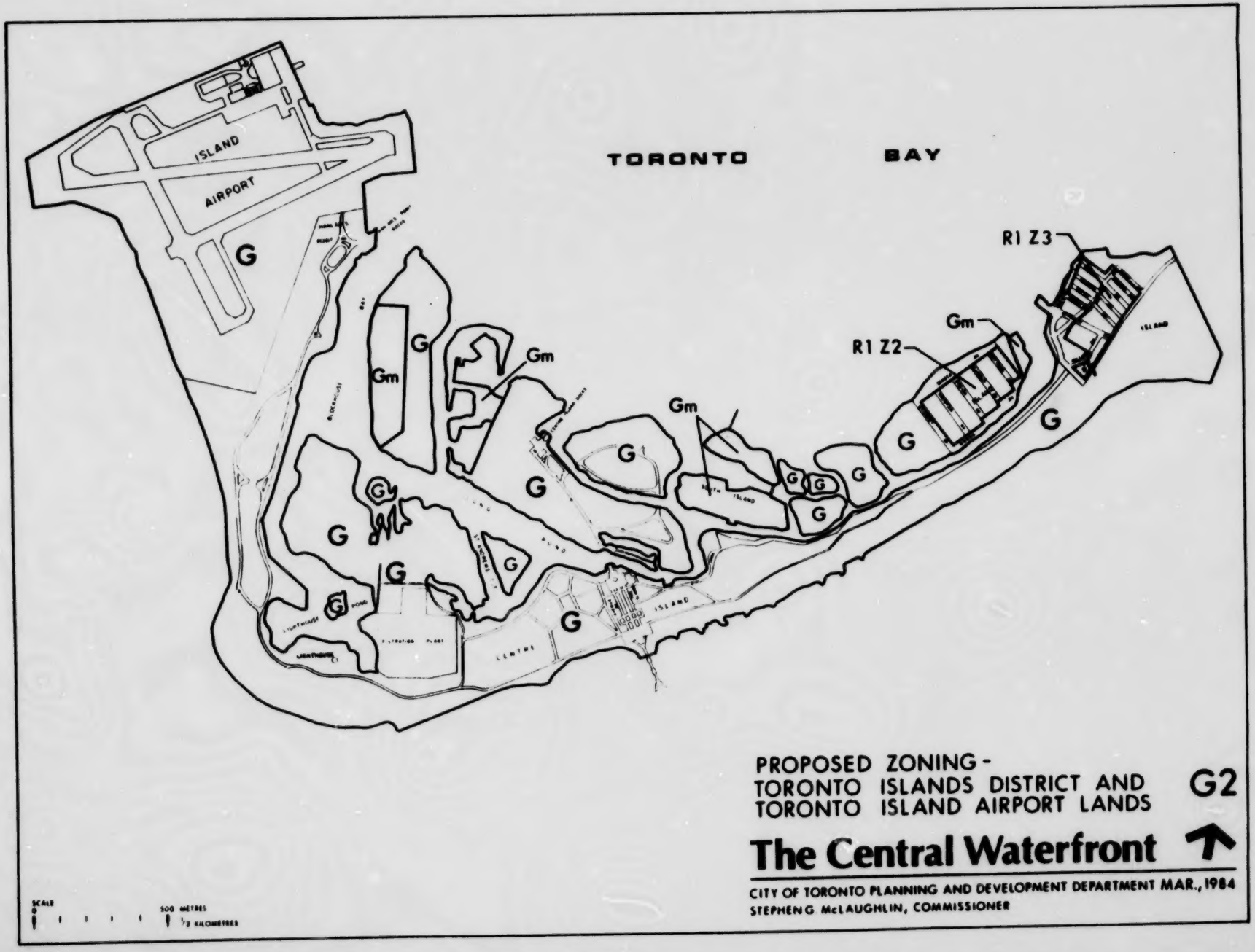
EXISTING ZONING -
TORONTO ISLANDS DISTRICT AND
TORONTO ISLAND AIRPORT LANDS

G1

The Central Waterfront

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT MAR., 1984
STEPHENG McLAUGHLIN, COMMISSIONER

SCALE
0 500 METRES
1 KILOMETRES



PROPOSED ZONING -
TORONTO ISLANDS DISTRICT AND
TORONTO ISLAND AIRPORT LANDS

G2

The Central Waterfront

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT MAR., 1984
STEPHEN G. McLAUGHLIN, COMMISSIONER

Appendix A

Minutes of June 23, 1982 Public Meeting

on "The Central Waterfront: Proposals" Report

Including Written Submissions Made By Deputants*

* Attached to these minutes are submissions from the following deputants:

Board of Trade
Sheila Kuja, Department of Botany
University of Toronto
Ontario Sailing Association
Okun and Walker Architects
Toronto Field Naturalists
Toronto Area Industrial Development Board
Canada Malting Co. Ltd
Redpath Sugars

See Appendix B, page 159, for additional written submissions other than those from deputants at the public meeting, and Appendix C, page 212, for the Central Waterfront Planning Committee's submission to the Planning Board.

Minutes of June 23, 1982 Public Meeting

on "The Central Waterfront: Proposals" Report

Attendance

Planning Board:
Mr. Phil Biggin
Mr. Leroy Brown
Alderman Michael Gee
Mr. Peter Harris
Mr. George Hislop
Ms. Judy Matthews
Mr. Michael Sutton

Planning and Development Department:
Mr. R. E. Millward
Mr. Ted Davidson
Mr. Simon Chamberlain
Mr. Paul Bain
Mr. Bob Glover
Ms. Ellen Greenwood
Ms. Eudora Pendergrast
Mr. Bernard Shalka

Representatives of Organizations and Members of the Public:
See attached attendance list (approximately 100 people)

The meeting was held in the City Hall Council Chamber, and was chaired by Mr. Michael Sutton of The Planning Board. Mr. Sutton introduced the other Planning Board members serving on The Central Waterfront Proposals panel, as well as the members of the Planning and Development staff. He then gave a brief summary of the background to the "Proposals" report, including the role played by The Central Waterfront Planning Committee. Mr. Sutton then turned the floor over to Ms. Eudora Pendergrast of the Planning and Development Department, who made a formal presentation of the "Proposals" report.

Ms. Pendergrast's presentation was made through a slide show, which was divided into three segments:

1. an account of the assets offered by the City's Central Waterfront, as well as the characteristics of the area, particularly the barriers created by rail and road corridors and the extensive areas of underutilized land,

which account for its isolation from the remainder of the City;

2. a brief look at the history of the Central Waterfront and the planning policies which have guided its development, including the 1912 Waterfront Plan and the 1967 "Bold Concept" Plan; and

3. a presentation of the planning goals and objectives for the area put forward in the "Proposals" report, showing how these are related to existing Official Plann objectives, as well as to past policies for the area, while differing from the 1912 and 1967 Plans in a number of important respects. (Particular attention was drawn in this portion of the presentation to the fact that while the 1912 and 1967 Waterfront plans assumed the creation of extensive new land areas, the proposed Central Waterfront Plan does not promote landfilling, but rather emphasizes the importance of improvements to existing land, and, in certain cases, changes in the use of these lands).

After the presentation, Mr. Sutton opened the floor for deputations. The major points raised by each of the deputants are summarized below. Copies of all written submissions made by the deputants are attached to these minutes.

1. Mr. John Angevine, The Board of Trade of Metropolitan Toronto (letter and brief attached)

Mr. Angevine made the following points in his deputation:

a) The Board of Trade believes that the Island Airport should be retained for general aviation purposes, and supports the establishment of a STOL service, but is concerned that adequate parking be provided in the Harbourfront development. It also opposes the proposal that the island airport site may one day be appropriate for housing.

b) The Board of Trade supports Metro's opposition to the continued presence of residential communities on Wards and Algonquin Islands.

c) The Board of Trade commends Harbourfront for its excellent programming but is concerned that density of development will overshadow original recreational objectives for their area.

d) The Board of Trade supports redevelopment of Marine Terminal 27 for a "higher and better use", provided conflicts with Redpath are minimal, but thinks that housing, particuarly assisted family housing, is inappropriate in the East Bayfront.

e) The Board of Trade does not support the deletion of storage, warehousing and wholesale establishments from the I3 uses proposed for the Port Industrial District. It also opposes the G zoning proposed for the north shore of the Outer Harbour. The Board supports the recommendations of the 1980 Port Industrial Development Task Force Report.

f) The Board considers that the designation of a part of the Outer Harbour Headland as an Environmental Resources Area is contrary to the public majority interest.

2. Mr. Jack Layton, Ward 6 NDP and Chairman of the Peoples Housing Coalition

Mr. Layton spoke in opposition to the position respecting housing in the East Bayfront put forward by Mr. Angevine on behalf of the Board of Trade. Mr. Layton stated that housing was generally acknowledged to be a major problem for the City and that he was happy to see housing proposed for the Central Waterfront. He said that the St. Lawrence experience showed that the problems referred to by Mr. Angevine could be overcome.

Mr. Layton noted a concern, however, that the "Proposals" report was not specific about the amount of housing proposed. He urged the Planning Board to ensure that sufficient housing is provided to go a long way toward meeting the City's housing goals.

In response to a question from Mr. Sutton, Mr. Layton said that his remarks were directed specifically to the proposed policies for the East Bayfront, the same area Mr. Angevine had described as inappropriate for housing and the area specifically identified for redevelopment to include housing in the "Proposals" report. However, he stated that he would support the provision of housing elsewhere in the Central Waterfront as well.

3. Mr. Martin Amber

Mr. Amber's comments were primarily directed at the proposal to introduce increased housing into the Central

Waterfront. He emphasized the difficulties caused by lack of transportation, particularly transit, and the dangers of locating housing in an area with industrial, shipping and airport uses. Mr. Amber related these concerns to his opposition to the Harbourfront development.

Mr. Amber also stressed the importance of dealing with transportation issues in a comprehensive way - rather than in the "piece by piece" manner that he felt Harbourfront transportation issues had been dealt with. Mr. Amber linked his concern with transportation to his concern that Metro was not interested in the impact of its policies on the residents of the City.

4. Sheila Kuja, Conservation Group of the Botany Department, University of Toronto (letter attached)

Ms. Kuja spoke in support of the "Proposals" report and the public participation process behind it. She particularly emphasized her support and that of her organization for the designation of Environmental Resource Areas such as the one identified on the Outer Harbour Headland.

5. Mr. Alf Jenkins, Ontario Sailing Association (brief attached)

Although Mr. Jenkins congratulated the City for producing the "Proposals" report, he was critical of what he considered a failure to respond to the needs of those involved in aquatic sports, particularly sailing, for access to the water. He said that parks and residential and commercial development do not have the same needs for water's edge access, and that the recreational availability of areas such as Cherry Beach, Stadium Road, the Western Beaches and the Toronto Islands should be maintained.

Mr. Jenkins was particularly critical of the delineation of the Environmental Resource Area on the Outer Harbour Headland, which he said did not reflect either the proposals discussed by the Central Waterfront Planning Committee, or the present state of affairs, including the present location of the Aquatic Park Sailing Club.

6. Mr. John Bryan, Toronto Redevelopment Advisory Council

Mr. Bryan said that the Toronto Redevelopment Advisory Council supports the "Proposals" report as written, with

the exception of the Official Plan policies proposed for the East Bayfront. He noted that TRAC did support the maintenance of the current industrial zoning of the area.

Mr. Bryan said that the opposition to housing in the East Bayfront was based on

a) the fact that there was a limited supply of industrial land available in the City; and

b) the inconsistency of the proposals for the East Bayfront with the City's existing industrial policy.

7. Mr. Joe Green, Canadian Canoe Association

Mr. Green briefly summarized the objectives of his organization and the particular relevance of canoeing to Canadian culture. He said his organization would like to see an international canoe regatta course established in the Outer Harbour, and would like to discuss this with the Planning and Development staff. He also said that his association intended to make a written submission in the future.

8. Mr. Hershel B. Okun, representing Kintork (Ontario) Ltd. and Nuko Investments Ltd. (letter and brief attached)

Mr. Okun presented a scheme for the redevelopment of the block bounded by Lakeshore Blvd., Jarvis Street, Queens Quay, and Richardson Street. The scheme, which was described as a medium rise, medium density mixed-use development, was intended as an example of how this specific East Bayfront site could be redeveloped from industrial to housing and commercial uses.

After the presentation, Mr. Sutton noted that the "Proposals" report called for a more detailed Part II Plan for the East Bayfront before housing was to be introduced.

9. Ms. Mary Smith, Toronto Field Naturalists (brief attached)

As summarized in the brief she submitted, Ms. Smith's comments were generally supportive of the policies contained in the proposed plan. However, she did express concern over the adequacy of the proposed landfilling policy, the intensity of uses contemplated for the portion of the Outer Harbour Headland not included in the ERA, the need for design elements which would create a

more human scale in Harbourfront, the adequacy of the definition of "park" and the proposed "Gm" uses, and the need to ensure that landscaping techniques used in the Waterfront are adequate to ensure healthy plantings.

10. Mr. Steven Price, Friends of the Spit

Mr. Price made three major points in his deputation. First, he took issue with the assertion made by Mr. Angevine on behalf of the Board of Trade that the ERA designation for the Outer Harbour Headland did not represent the majority public interest. Mr. Price stated that the ERA designation and the uses associated with this designation were supported by the majority of those who actually used the Headland.

Second, Mr. Price referred to Ms. Pendergrast's statement during the opening presentation that the policies put forward in the "Proposals" report differed from those contained in previous plans in that the proposed policies did not rely on land filling for their realization. Mr. Price noted that there is filling currently taking place on the Headland everyday, and that this filling raises very serious concerns because it makes use of contaminated material dredged from the Keating Channel and contaminated fill from other sources. Mr. Price said that the "Proposals" report does not adequately address these problems, which he felt must not be ignored.

Third, Mr. Price gave strong support to the proposed zoning of the Outer Harbour and the allocation of specific areas for recreational use.

11. Mr. Tom Flood, Toronto Area Industrial Development Board (letter attached)

Mr. Flood stated that the mandate of the Toronto Area Industrial Development Board was to promote industrial jobs, and that meant there was a need to find places to put industrial jobs. In this context, Mr. Flood expressed concern over the proposal to introduce housing into an area now designated for industrial use (the East Bayfront). He requested that his organization be kept informed of planning directions to be taken in the Central Waterfront.

12. Mr. Keith Rockwell, Canada Malting Co. Ltd. (brief attached)

Mr. Rockwell briefly described the operation of the Canada Malting Co. plant, which is located at the north-west corner of the Port Industrial District, adjacent to Victory Soya Mills, whose shipping facilities Canada Malting uses. Mr. Rockwell's chief concerns were the proposal for increased public access to the water's edge and the possibility of residential development in the East Bayfront.

In terms of water's edge access, he stated that there appeared to be at present "an abundance" of public access to the waterfront. He also stated that public access could not be permitted to Canada Malting's property because of safety and security considerations.

In regard to possible residential development in the East Bayfront, Mr. Rockwell stated that, for reasons related to traffic, dust, noise and hours of operation, residential development in the vicinity of Canada Malting was not feasible.

Mr. Rockwell also referred to the specific zoning recommended for the Canada Malting site in the "Proposals" report. He said that he had some concerns about whether the proposed I3 zoning would permit the Canada Malting operation to continue, but had recently been advised that the I3 category would permit them.

13. Mr. Craig Chevalier, Aquatic Park Sailing Club

Mr. Chevalier spoke on behalf of the Aquatic Park Sailing Club, which is located in Dredgers Bay on the Outer Harbour Headland, inside an area designated as an Environmental Resource Area in the "Proposals" report. Mr. Chevalier was critical of the "Proposals" report for not specifically mentioning the club site. He said that the club was in its sixth year as an interim use, and that it was seeking permanent status on its site. He also recommended that the boundary of the proposed Headland ERA should be redrawn to exclude the club site. Finally, Mr. Chevalier stressed the importance to the club members of having direct car access to their club. Such access would not be permitted by the ERA policies recommended in the "Proposals" report.

14. Mr. Tom Chandler, Redpath Sugars (letter and brief attached)

Mr. Chandler noted that Redpath Sugars was located in the East Bayfront, east of Marine Terminal 27 and west of

Marine Terminal 28 and 29. His comments addressed the proposal that these adjacent sites be redeveloped to include housing and the non-industrial uses. He also strongly objected to the other possibility of permitting public access to Redpath's property.

In particular, he stated that the "Proposals" report had not adequately dealt with the existing rail line along Queens Quay, which he regarded not as a constraint on future redevelopment, but as a lifeline. He also stressed the high volume of truck traffic on Queens Quay. He stated that these features, which are vital to Redpath's operation, are incompatible with residential development.

In addition, Mr. Chandler stated that, rather than proposing that the East Bayfront contain industries compatible with residential development, the existing industries should be permitted to evaluate which new uses would be compatible with their continued operation.

Mr. Chandler said that he and his business had no choice but to see the proposed planning policies as a threat, and that he did not relish the thought of future conflicts with adjacent residents.

15. Mr. Tasso Jouras

Mr. Jouras stated that he was involved in a restaurant operation in the area of the proposed Fleet Street-Bathurst industrial area. He pointed out that while he sympathized with the needs of certain industrial and recreational uses for a waterfront location, he did not want to see a waterfront plan which forced uses to stay which actually preferred to leave. He recommended that the planners look carefully at the Fleet Street industrial area, which he did not consider appropriate for continued exclusive industrial use.

Comments from Planning Board Members

Mr. Biggin commended the Planning staff for producing the "Proposals" report, and noted that he was pleased with the proposals for the Port Industrial District. He requested, however, that emission diagrams be obtained for Marine Terminal 27, 28 and 29, in order to provide necessary factual information for dealing with the issue of potential conflict between residential and industrial uses. He stated, however, that there was a need for residential development, and that it was, in his view, possible to mix industry and housing.

Mr. Hislop said that he thought the proposed plan was a good one, but that it was important to acknowledge its preliminary nature. He also expressed the opinion that it is not really possible to discuss the future of the Waterfront without also talking about the Railway Lands.

Alderman Gee congratulated the Planning staff on finally producing a set of proposal which could be dealt with. He expressed some concern over the future of industry in the Waterfront.

Mr. Sutton noted that the deputants had quite succinctly defined the issues which would have to be dealt with. In particular, he noted the two major issues of housing versus industry in the East Bayfront and the need to ensure a balance between active recreational areas and Environmental Resource Areas, particularly on the Outer Harbour Headland.

Mr. Sutton then summed up the steps to be completed in the future processing of the "Proposals" report.

The meeting was adjourned at approximately 10:30 p.m.

Land Use Committee March 20, 1984

Attendance List*

June 23, 1982 Public Meeting

Central Waterfront: Proposals Report

NAME	ORGANIZATION
Mary Smith	Toronto Field Naturalist and Conservation Council of Ontario
Joyce Tyrrell	Assn. Of Women Electors
Joe Green and Atis Bredovskis	Western Ont. Flat Water Racing Canadian Canoe Ass.
Janet Rosenberg	Toronto Field Naturalists
Wayne Kaye	Buffalo N.Y. Planning Dept.
Paul Mailer	Walker, Wright, Young
Charles Bick	Harbour City Yacht Club
E. Fanjoy	Harbour City Yacht Club
Bruce Pearcy	Harbour City Yacht Club
Jack Pong	Intrex Group
Denis Loeppky	Intrex Group
L. J. Will	Toronto Harbour Commissioners
D. Peter	Toronto Harbour Commissioners
L. Maarse	Toronto Harbour Commissioners
J. Angevine	Board of Trade of Metro Toronto
Peter M. Baines	Baines and David Ltd.
Bryan Hunking	Harmony "B" Housing Co-op
Charlene A. Allen	Harbour Gardens Housing Co-op
Rudy V. Javosky	Bregman & Hamann
Paul Sanderson	Canadian Yachting Magazine
Henry Gotfryd	Gotfryd & Findlay
Bob Wood David Beirnes Eli Ophek	Campeau Corp.
Sharon West	Niagara Frontier Transportation Authority
Linda Rosebaum	Toronto Islands Residents Assoc.
Sarah Miller	Toronto Island Residents Assoc.
Robert C. Christie	Board of Toronto of Metro Toronto
William K. Evans	Canron Inc.
Peter Williamson	Aquatic Park Sailing Club
Caroline Rang	Community Planning Review Branch Ministry of Housing
Steve Eisenhoffer	Aquatic Park Sailing Club
Elsa Eisenhoffer	Aquatic Park Sailing Club
Susan Nagy	Aquatic Park Sailing Club
Al Nagy	Aquatic Park Sailing Club
Joseph Oggy	Aquatic Park Sailing Club

*List does not include City and Planning Board officials, who are listed on first page of minutes.

James Atreo	Aquatic Park Sailing Club
Susan Chevalier	Aquatic Park Sailing Club
Craig Chevalier	Aquatic Park Sailing Club
Daniel Dye	Aquatic Park Sailing Club
Dennis Corneil	Aquatic Park Sailing Club
Dian Kesler	Aquatic Park Sailing Club
Gordon Laco	Aquatic Park Sailing Club
Warren Keillor	Aquatic Park Sailing Club
Elizabeth Durno	Aquatic Park Sailing Club
Christopher Duvernet	Torstar Corp., Legal Dept.
Blair MacKenzie	Torstar Corp., Legal Dept.
Keith Allen	Lever Detergents Ltd.
Tom Flood	T.A.I.D.B.
Ted Rallis	
Steve Applebaum	Dylex Ltd.
Michael Sterling	Dylex Ltd.
Stan Woscik	
Helen Jahola	Toronto Field Naturalists
Dale Munro	
John Bryan	Toronto Redevelopment Advisory Council
Tasso Jouras	Gulf & Western
Alf Jenkins	Ontario Sailing Association
Peter Van Buskirk	Royal Canadian Yacht Club
Michael J. Hassell	Toronto Sailing & Canoe Club
W. H. Dockman	Guildhall Realty
G. Chicules	Guildhall Realty
Ron Morse	Ashbridges Bay Yacht Club
Ray Narris	Ashbridges Bay Yacht Club
Al Stapleton	Ashbridges Bay Yacht Club
P. A. Tomlin	Ashbridges Bay Yacht Club
R. Ray	Ashbridges Bay Yacht Club
Michael Brown	Ashbridges Bay Yacht Club
W. E. Restivo	Alexandra Yacht Club
Sheila Kuja	Botany Dept., Univ. of Toronto
M. Blankstein	Nuko Investments Ltd.
L. Torkin	Kintork (Ontario) Ltd.
Hershel Okun	Nuko Investments Ltd.
Juanne Hemsol	Confed. of Res. Ratepayers Assoc.
Wayne G. Olson	
John Boxell	
Robert D. Perkins	Aquatic Park Sailing Club
Dave Gordon	Ward 6 C.O.
Martin Amber	
Michael Rant	George Brown College
R. W. Davy	Etobicoke Yacht Club
T. Farrell	MTRCA
B. Denney	MTRCA

1. Letter and submission from D. W. Gilmour, Secretary and Assistant General Manager, The Board of Trade of Metropolitan Toronto dated June 22, 1982

"The Board of Trade of Metropolitan Toronto has reviewed The City Planning and Development Department's Central Waterfront Proposals. We submit the attached comments for your consideration and hope they will be of assistance to the Members in their assessment of The Waterfront Proposals. We would be pleased to discuss our comments with staff at your convenience.

We thank you for this opportunity to comment."

"CENTRAL WATERFRONT PLANNING ISSUES

The Board of Trade, since its inception in 1845, has had a vital interest in the development of the Waterfront. It has demonstrated this interest in recent years by having had a representative on the Central Waterfront Planning Committee since it was formed in 1974 and by submitting viewpoints to the City on various Waterfront Planning issues.

In brief, The Board supports the proposed uses for the Airport lands and Central Bayfront but has concern with some of the plans and proposals for the Toronto Islands, Harbourfront, East Bayfront, the Port Industrial District, and the Outer Harbour Headland. Our viewpoints on these issues are expressed as follows:

Island Airport

The Board of Trade believes that the Island Airport should be retained for general aviation purposes. We agree with the decision made by City Council to establish a STOL service at the Airport, and look forward to the start-up of this service in the near future. The City's statement in the Waterfront proposal that this site may be suitable for future housing perpetuates the uncertainty that has typified the Airport's future and should not be included in this plan.

As the STOL service and general aviation at the Airport are expected to support economic development of the Toronto region, it is important that adequate Harbourfront lands be allocated for parking and other Airport service functions that may be required in the future.

Toronto Islands

We agree with Metropolitan Toronto's opposition to residential communities on Ward's and Algonquin Islands. The use of the Islands for open space and recreational activities would better serve the public interests of the Toronto region.

Harbourfront

The Board of Trade commends the Harbourfront Corporation for the excellent recreational and cultural activities already being provided, but remains concerned about the scale of development approved by the Ontario Municipal Board last December. We acknowledge that some component of office and residential uses may be necessary to make the overall plan feasible, but are concerned that the density of development will overshadow the recreational uses for which the lands were originally acquired.

Central Bayfront

Terminal 27 is a special site at the foot of Yonge Street and should be developed for a higher and better use provided the conflicts with the Redpath operation are minimal.

East Bayfront

The development of assisted family housing at Marine Terminals 28 and 29 will eventually drive out the industries in the area, a scenario that conflicts with City policies to maintain and increase industrial job opportunities. The Harbour Commission needs expansion options and these dockwalls are expensive assets which should not be relinquished for residential uses. The marine terminal buildings could be adapted to more intensive commercial and industrial uses through aggressive marketing efforts, and the dockwalls could be retained, postponing the day that they might have to be duplicated in the Outer Harbour.

It is unrealistic to attempt to reduce the debts of the THC by developing subsidized housing on this site. Residential development at this location, particularly for families, is inappropriate due to surrounding industrial uses, the railway spur serving Redpath, noise and pollution, site isolation and potential danger for children created by the dockwall.

Port Industrial District

a) Proposed Zoning Changes

The Port area is a distribution centre and the deletion of storage warehousing, wholesale establishments and food warehousing from I3 zoning in large sections of the Port Industrial District is unrealistic and will discourage trade and commerce in the City.

The plan designates a strip of land along the north shore of the Outer Harbour for recreational uses. The Outer Harbour was created by the Harbour Commissioners to provide an option for additional future shipping operations. Some interim recreational uses may be appropriate but the zoning designation for recreational uses in this area will eliminate the option for port expansion, and this proposal should be deleted.

b) Proposed Industrial Park Development

The Board of Trade continues to support the recommendations of the 1980 Port Industrial Task Force Report, to establish an industrial park at the foot of Leslie Street. This industrial park along with Terminals 28 and 29 could be marketed effectively to establish more viable and well-utilized industrial areas on the Waterfront providing much needed job opportunities for residents of the surrounding area.

Outer Harbour Headland

The proposals for the Outer Harbour Headland will discourage public use and access. This parkland is three times the size of Ontario Place, right at the doorstep of Metropolitan Toronto, and the proposed Official Plan maps show most of it to be designated as an "Environmental Resource Area". The demand for access to the Waterfront on warm weekends is enormous and will continue to grow. The plan to serve limited minority interests and deny the public majority interest is a serious mistake which should be corrected.

Toronto originated on the shore of Lake Ontario because the Waterfront was vital and fundamental to the shape and economic development of this community and the areas around it. The Waterfront is still one of the unique and special characteristics that make Toronto interesting and different from other cities. These plans will have substantial impact on the future of the area and we are hopeful that they will evolve in the very best interest of the people in the Toronto region."

2. Letter from Ms. Sheila M. Kuja, Department of Botany, University of Toronto, dated June 23, 1982

"The document entitled "The Central Waterfront: Proposals" (April 1982) is enthusiastically supported by the Conservation Group at the Botany Department, University of Toronto. It is indeed a commendable plan, complementing and integrating the natural values of the waterfront with urban life and leisure time activities.

It is extremely encouraging that the municipality of Toronto is recognizing the significance of its natural areas for wildlife and the continued passive enjoyment of its citizens. The "Environmental Resource Area" designation and the proposed management guidelines for these areas will ensure the protection of some of Metro's most significant natural areas. These Environmental Resource Areas will be protecting regionally rare habitats, and in some cases, even provincially rare habitats.

What other North American city harbours natural dune and wet meadow habitats endowed with a number of rare orchids and other showy wildflowers? Where else in North America can one see a hundred pairs of regionally rare Caspian terns nesting and black-crowned night heron rookeries? Our waterfront is a focal point for birders throughout southern Ontario. Our waterfront supports the world's only urban bird observatory engaged in studying migratory habits and patterns.

We agree that a new plan should be prepared by M.T.R.C.A. for the Outer Harbour Headland to reflect the growing awareness of its significant natural features. People do enjoy the "away from it all" feeling of the natural setting there, as well as the "carefree wilderness-type experience". It makes good sense to enhance these values by maintaining the natural aspect of the Headland with a minimum of development, including little formalized parkland.

Although we had hoped for even more areas to be set aside as Environmental Resource Areas, we are pleased that the most important will be preserved and we again must emphasize our support for the policies outlined in this plan. From its inception this plan has wholeheartedly involved the general public. For nine years various organizations have been involved through the Central Waterfront Planning Committee.

This is not only a plan "for birds and plants" but for people. The designation of open space along the north shore and highlighting the most significant natural areas as Environmental Resource Areas will ensure that Torontonians can

continue to enjoy the waterfront's wilderness areas and its natural shorelines, as well as its more formalized parks. We are happy to endorse such policies."

3. Submission from the Ontario Sailing Association dated June 22, 1982

"The Ontario Sailing Association, the Provincial Sport Governing Body for sailing is pleased to respond to the Central Waterfront proposals outlined by the City of Toronto Planning Department.

The O.S.A. congratulates the city for finally producing these proposed amendments to the official plan after an arduous 7 years of analysis and introspection. It has been the privilege of this association to sit on the Central Waterfront Planning Committee and to provide input into the planning on behalf of 210,000 recreational sailors and boaters. They represent 44 sailing clubs and schools and 47 class associations throughout the Metro Waterfront.

This plan and its proposals will have an important impact on the needs of the recreational sailing and aquatic community. By token of its far reaching impact, it is important that the O.S.A. and its member clubs offer a preliminary response.

In a general sense, this Association is concerned about the continuing accessability of Waterfront space for the sailing community now and in the future. At the present time, virtually all sailing clubs are extremely hard pressed to provide space for the increasing requirements of the recreational boating public. Even with the welcome additions of 3 new landfill sites and 8 new self help clubs serving the citizens of our community, the need continues to grow. The favourable effect of this boom on sailing is the constructive use of leisure time by more and more people in an environmentally clean participatory sport. Moreover, this sport adds immeasurably to the enrichment of our society and produces demand for goods and services from which businesses and governments associated with the vast marine industry can only benefit.

In areas clearly shown throughout the Central Waterfront Plan there is a continuing incursion into the area of space presently provided for aquatic sports. What provision is there for the rowers, paddlers, swimmers and others who use the water? More and more valuable waterfront space may be given over to residential re-zoning and commercial and/or parkland area which does not necessarily have a "waters edge" need. Areas such as Cherry Beach, Stadium Road, the Western

Beaches and the Toronto Islands must continue to retain their recreational availability.

The Sailing Clubs and Schools perform an important community service and must be allowed to flourish with additional sites. The Proposals issued to the public four weeks ago have been received and the O.S.A. is most supportive of the concerns expressed by the sailors of this community.

Although the O.S.A.'s waterfront committee will be continuing to assess the proposals outlined and will be reacting further in the future, we wish to express our extreme concern with the proposal particularly as it relates to the Outer Harbour Area.

The boundary line between open use and environmental resource area shown on Map 12 as Outer Harbour Headland is completely out of line and does not reflect in any way the end use proposals discussed at the C.W.P.C. Committee level, nor does it represent the present state of affairs. The fact, the Aquatic Park Sailing Club is operating as a going concern as one of the most effective user groups on the headland. The O.S.A. encourages the full use of the headland by all user groups in an unimpeded way consistent with the February/1978 proposals made to the Metropolitan Toronto and Region Conservation Authority for a multipurpose use by all. Indeed, the Outer Harbour Area provides an excellent and safe site for all kinds of aquatic activities from rowing to boardsailing to Learn to Sail Programmes. Therefore, the O.S.A. supports the continued use and availability of the several sailing programmes along the Cherry Beach area and east to the fullest extent of the Outer Harbour. This entire area is needed for recreational boating and other aquatic sports and should be preserved as such in the Zoning Projections of this City.

In conclusion Mr. Chairman, I might add with pardonable pride that the sailing clubs and programmes of the Toronto Waterfront have a very strong history of World Championship Achievements in sailing and have produced these champions on the very waters about the Central Waterfront. As well, the clubs of this area have hosted and will continue to host sailing events of World class calibre which has brought pride and honour to our city.

Sailing in all its involvements across the Toronto Waterfront will continue in harmoney with the natural environmental and in fact sailing and nature complement each other. Most important however, is the fact that sailing can only be commenced at the waters edge and for that reason alone, the O.S.A. will be unrelenting in its desire to preserve the

waterfront shore line for its sport and for the growing number of sailors who will be counting on this space.

We have been blessed with a splendid harbour, shoreline and lake, let's use it to the benefit of all as it was meant to be used."

4. Letter and Submission from Hershel B. Okun, Okun & Walker Architects dated June 21, 1982

"Enclosed you will find:

- A written submission outlining a joint proposal by the two owners of the above city block of land dated June 21, 1982.
- SK1 and SK2, perspective and massing plan respectively dated June 21, 1982, prepared by Okun & Walker Architects, our file number QQ 8228.
- A site plan survey of the existing site prepared by Speight & Van Nostrand Limited O.L.S. dated August 11, 1972.

The joint owners have agreed to make a deputation at the public meeting to be held on Wednesday, June 23, 1982 at 7:30 P.M. I have advised the Planning Board Secretary of our intentions. The enclosed letter and drawings will be presented briefly at the above meeting.

I would be interested in your questions and/or comments prior to the meeting if possible. Feel free to contact me by phone at 921-8914."

Submission from Nuko Investments Ltd. and Kintork (Ontario) Limited dated June 21, 1982

"RE: THE CENTRAL WATERFRONT PROPOSALS

In response to your invitation to make submissions relating to the Central Waterfront proposals, in light of the Public Meeting to be held on June 23rd, 1982, we wish to advise that the two owners of the entire block bounded by Lakeshore, Jarvis, Richardson and Queens Quay have agreed to work in concert to develop a broad conceptual approach for the development of this City Block, located within the area designated as "The East Bayfront" under The Central Waterfront Proposals.

Notwithstanding that broad brush proposals are contained in the Report, which envision housing and limited commercial use for the East Bayfront, we envision a major mixed-use development for the Block because of its unique and critical location.

Some of the unique characteristics of the site include the following:

WATERFRONT EXPOSURE

(a) It is the only site east of Yonge Street at the intersection of two major streets at the Jarvis Street slip which has direct waterfront exposure offering the opportunity to view the loading and offloading of ships.

VIADUCT PENETRATION

(b) The site has frontage of 535 feet on a major arterial road, namely lower Jarvis Street, which penetrates the barrier of the viaduct and the Gardiner Expressway running through the existing St. Lawrence Development to the waterfront.

TRANSPORTATION

(c) The site now has immediate access to the Gardiner Expressway, and two city bus lines (both the Bay and Sherbourne buses stop at the site) and it is likely that if a rapid transit line is constructed for the waterfront area, the site will form a logical location for a rapid transit station servicing the St. Lawrence Market and the St. Lawrence Development as well as the adjacent waterfront area.

FULL BLOCK DEVELOPMENT

(d) The site presents an opportunity for the co-ordinated development of a complete City Block having an area in excess of 140,000 square feet.

The conceptual plan that we envision for the Block includes the following characteristics:

(a) A vibrant, mixed-use, residential and commercial development, including office, retail and recreational uses, utilizing the highest and best use of the lands in order to allow the project to be commercially viable.

(b) Street related commercial activities to generate pedestrian traffic throughout the area.

(c) A project that offers a major draw encouraging people to penetrate the barrier to the waterfront area from the St. Lawrence Market area.

(d) Incorporating to the extent possible the existing buildings on the site to take advantage of their structural built form.

(e) Developing the existing building on the North limit of the Block as a buffer to the Gardiner Expressway.

(f) A design concept which pays particular attention to the structures on the entire site being sympathetic to one another as they relate to the waterfront view, which may be accomplished, for exmaple, by stepping the height of the buildings down towards the waterfront, as envisioned in our conceptual sketch.

We trust that our joint submission at this stage of the planning process will serve to indicate our serious intention to see this city Block transformed into a major waterfront development."

5. Submission from Mary Smith, Vice-President, Toronto Field Naturalists dated June 23, 1982

"Our general comments are supportive: This plan took a long time, but it is worth it. Its good quality shows the value of public participation when it begins at the beginning and the goal of concensus is persistently sought throughout the process.

We are not sure that:

- the policy in regard to landfilling is adequate

- the boundary between east and west parts of the Leslie Street Spit is a suitable one, but perhaps a reduction of use intensity from the mainland through the neck of the outer headland to the wildlife area would be appropriate

- Harbourfront design does justice to its location. Long horizontal skylines are particularly distressing where small scale vertical details are needed to produce a human scale

- the definitions of "Park" and Gm zoning uses on page 69 are adequate

- present landscape techniques in use at the waterfront are adequate to the task of providing healthy longlife plantings.

We agree that:

- the high density of Harbour Square is not appropriate, and hope that new zoning can be arranged.

We like:

- Council's recognition of the Central Waterfront as one of the chief amenities of the City and Region and its unique role in city life

- the emphasis on incremental aesthetic and environmental improvement, on public enjoyment and use, the adoption of human scale, the inclusion of housing, the preservation of Island homes, the intent to reconnect the waterfront to the city, the publicly accessible water's edge and its widening where possible, trial connections into the regional park network, and the recognition of recreation as the dominant land use

- the idea of zoning land covered by water (6.1.3)

- the idea of requiring a proponent to set out in a report any adverse effects that cannot be avoided.

We applaud:

- the encouragement of:

  - provision of winter suntraps and shelter from West winds and spray

  - excellent, exciting and special design, for landscape and architecture

- the use of a new Landuse category, called Environmental Resource Area

- environmentally compatible shipping, industry and high employment industries

- a more pedestrian oriented scheme

- the limiting of heavy industry to two main areas in the District

- the "window on the industrial world" concept

- the intention to develop only after a Part II Official Plan is prepared and adopted

- the recognition of Cherry Beach as of waterfront-wide importance to be preserved

- trail separation for bicycles and pedestrians

- the decision to keep the Toronto Islands District separated from the mainland (no bridge or tunnel)

- the decision to designate the residential areas Low Density Residential Area

- Section 5.1, which shows ravines and the escarpment as chief natural features as well as Lake Ontario shoreline and islands.

We would like to see:

- consideration of solar, wind, wave and other appropriate alternative technologies in building designs and landscaping

- designation and preservation of heritage trees on the site (June 13/82 was the first designation in Ontario. Binbrook, Ont.)

- an improved Regional Water supply which comes from this part of the Lake (which is also a consideration in the International PLUARG pollution control effort)

- a comprehensive study to determine the environmental effects of dumping in Lake Ontario including the incremental effects of this activity

- the Island Home improvements used to demonstrate environmentally sensitive technology

- an area of reduced urban impact (sight, sound and smell of the city) along the narrow part of the outer headland of the spit

  - reduced noise: no radios, loudspeakers, etc.

  - no fumes: (eg. gasoline, cooking and other urban smells)

  - silent Public Transportation (electric) could operate from well camouflaged parking on the mainland to the entrance of the wildlife area

  - no sight of the marinas, etc. on the way, eg. separate well buffered trails could lead through the developed area to the natural area so that the remote effect of the existing approach to the wildlife area is shortened as little as possible.

WE SUPPORT THIS PLAN AND THE OFFICIAL PLAN CHANGES NEEDED TO IMPLEMENT IT, AND WE COMMEND COUNCIL FOR ITS EFFORTS TOWARD A MORE DEMOCRATIC APPROACH TO PLANNING THE CENTRAL WATERFRONT."

6. Letter from T. J. Flood, General Manager, The Toronto Area Industrial Development Board dated June 21, 1982

"The Toronto Area Industrial Development Board has noted the calling of a public meeting to discuss the central waterfront proposals. We are particularly concerned with the possibility of re-designating industrial lands to other uses.

We plan to attend the public meeting registering our concern and hope that you will find it possible to include us in any other discussions on this most important matter."

7. Position Paper Submitted by K. R. Rockwell, Plant Manager, Canada Malting Co. Limited

"Canada Malting Co. Limited has two plants in the City of Toronto engaged in the manufacture of barley malt. One plant is situated at 5 Bathurst St. which is also the location of the Toronto area office. The other plant is located at 369 Lakeshoure Blvd. E. on a property of approximately 2 hectares between the Victory Soya Mills and Canron properties. This facility was built by Dominion Malting (Ontario) Ltd. in 1947-

48 and acquired and operated by Canada Malting Co. Limited in 1968.

Barley is the raw material used in the manufacturing process and, since this plant does not have marine bulk unloading facilities, cargoes of barley from Western Canada are unloaded through the facilities of Victory Soya Mills and transferred through a conveyor gallery to our grain elevator.

Some statistics regarding this operation are:

Western barley used annually	52,500	Metric Tonnes
Malt Shipped annually	63,000	" "
Ontario barley used annually	3,500	" "
By products shipped	10,000	" "
Average number of truckloads per day	14	Maximum 25
Ships unloaded annually	13	

In addition, large quantities of city water, electricity and natural gas are used and steam is purchased from Victory Soya Mills.

The operation employs 65 people and the malthouse is a 24 hour a day, 7 days a week operation, year round. Truck movements occur on a 16 hour, 5 day week basis with the bulk of the movement being between the hours of 8 A.M. and 6 P.M.

Discussion

1. Since our Bathurst St. plant is situated on leased lands in the Harbourfront area and the Harbourfront walkway passes through a portion of our property, we have the opportunity to observe the usage of the walkway and the small park area and seawall at the foot of Bathurst along the Western Gap. The number of people using this area, except for a few joggers during lunch hour and the odd group of tourists, is absolutely minimal. This area is certainly more aesthetic than the Port Industrial District, so to spend money to acquire rights of way and establish public access in this area as suggested in 2.5 in the proposals does not make sense. There is presently an abundance of public access waterfront in the City.

2. Public access to the property would not be permitted because of safety and security considerations.

3. Many of our trucks use Queens Quay as access and, during the Ontario barley harvest, may have to line up on this road. A residential development in the pier 28 and 29 area would not be compatible with this use.

4. While at this time, the difference between a C4 V3 and I 3 zoning is not completely clear to us, it may be that parts of the Company's operation or plant would be non conforming under the new I 3 category. The lease on our property at 5 Bathurst St. has a determinate number of years to run and upon its expiry, another location for this plant may have to be found. The plant in the Port Industrial area is a logical site for expansion to make up for the loss of Bathurst St. production.

   The Company therefore cannot agree to zoning changes which, because of limitations to plant and to building density, will restrict the use of this property.

5. There are numerous instances where conflicts have developed because residences have been built close to industrial and airport areas. In practically all cases, the industries - airport were there first.

   In our view, no residential developments should be built next to existing industrial areas without a suitable interface between the two. In this instance, the pier 29 area should be left as is to act as a buffer between the East Bayfront and the Port Industrial area.

To summarize, my Company is engaged in a grain processing operation which always produces some dust when the dry product is handled. There may also be some mild odours produced from time to time. Barley is received mainly from ships at the Victory Soya Mills dock and these ships are worked around the clock. A residential area hard by this operation is just not feasible.

In times when the Toronto tax base is being eroded by the departure of industry to the suburbs, it does not appear logical to place roadblocks in the face of existing industry to limit its ability to do business efficiently."

8. Letter and submission from T. F. Chandler, Vice-President, Manufacturing, Redpath Sugars dated June 21, 1982

"I have received and reviewed the Central Waterfront Proposals and have enclosed our preliminary position paper on the subject. We were, of course, very pleased to have Redpath so favourably described in the report but nonetheless we view the future with a certain amount of trepidation.

The intent of the proposal, clearly, is to subordinate the industrial sector to the public sector as far as the development on the Waterfront is concerned. As a manager of an industrial complex I am deeply concerned about the ramifications of residential and commercial encroachments in what has been an industrial area.

The planning department has not dealt with the railway line along Queens Quay which is so vital to our business and which also must pose a serious impediment to the bicycle, walkway and transit patterns envisaged by the planners. Furthermore, Queens Quay itself is a very important traffic artery for those industries on the Waterfront. A tremendous volume of truck traffic is an unavoidable 24 hour a day phenomenon that frankly doesn't seem compatible with the high population densities proposed in the Plan.

My deepest concern has to do with the nature of the developments on either side of our property. Will I be faced with confrontation and conflict with irate citizens groups at some point in the future? It has been fairly evident to me that industry always loses in such circumstances.

I would feel much more comfortable if I was assured that mechanisms were in place to guarantee that future developments properly accommodate Redpath Sugars and its place on the Waterfront."

"PRELIMINARY POSITION PAPER
BY REDPATH SUGARS
DIV. OF REDPATH INDUSTRIES

SUBJECT: THE CENTRAL WATERFRONT PROPOSALS

As time and resources do not permit a thorough, point by point, review of the Waterfront Proposals this paper offers a list of requirements that Redpath feels must be met, in spirit and in reality, by whatever evolves from the City proposals.

Redpath on the Waterfront (1959 - Present)

The Toronto Redpath refinery was constructed as a result of the completion of the St. Lawrence Seaway which allowed ocean-going vessels to carry cargoes of raw sugar to the heart of Ontario's population centre. The production output has increased from 84,000 tonnes annually in 1959 to 230,000 tonnes annually in 1981. Redpath Sugars made a complete commitment to the Toronto location when it closed its Montreal refinery in 1979 and now refines exclusively in Toronto. A total of 297 people are employed at this location on a 24 hour a day basis frequently 7 days a week. Redpath is one of the most modern refining operations in the world and certainly is the most aesthetically appealing sugar complex in the world.

Since its erection the refinery has not had any conflict with its neighbours as marine terminals and sugar refineries apparently make good neighbours.

Vital Statistics - Toronto Refinery

Personnel Employed	- 297
Annual Production	- 230,000 Metric Tonnes
Shifts	- 3 Shifts, occasionally 7 days/week
Raw Cargo Ships Per Year	- About 15
Rail Traffic (Kg Per Day)	- 437,000
Truck Traffic (Kg Per Day)	- 424,000

No Neighbours Make The Best Neighbours

There is a poem entitled "Good Fences Make Good Neighbours" and any manager of an industrial complex will not doubt extend that to mean "No Neighbours Make the Best Neighbours". Municipal governments are plagued with conflicts between industries and adjacent residential areas so Redpath is pleased that it has been exempt from such conflict because it has been down of the waterfront where it wouldn't bother anyone. Although it can be considered a heavy industry the Redpath complex is not only attractive but is also free of air, water or noise pollution. Development of a residential complex close to our property will no doubt lead to a confrontation, examples of which are almost daily news items. Residents will eventually become irate over something, and they will lose perspective forgetting that we were here first. People will buy houses close to an airport and then demand that airport operations be curtailed; therefore we fear that history may repeat itself in this circumstance.

Clearly we would prefer to have either no neighbours or similar industrial neighbours, simply to avoid the eventual inevitable conflict!

In The Event of Residential/Commercial Development

The following non negotiable items will be required by Redpath in the event of a development in close proximity to our property:

(1) There will be no public access to Redpath property. Our operations involve frantic truck, rail and sea traffic. Public access to our property would not only be incredibly unmanageable but extremely unsafe. The thoughts of a toddler standing under a crane bucket of 2000 kilos of raw sugar whilst unloading a sea-going ship 2 feet from the dockside create nightmares in the minds of practical people.

(2) there will be no temporary or permanent impairment to truck, rail or marine services.

There is extensive road and rail traffic of finished product that cannot be interrupted. Queens Quay with its present 4 lanes is perfectly adequate for our needs and any change to this would restrict our operations. Furthermore we must have full use of our rail siding that is presently connected to the line running adjacent to Queens Quay. We have not seen the planners views on this subject, and fear that they don't realize its importance to our business.

(3) The development must be designed to fit next door to a sugar refinery.

The yard area on the west side of the Redpath property (adjacent to Terminal 27) is a marshalling yard for trucks on a 24 hour a day basis; absolutely unavoidable. Consequently the design of the building or buildings has to allow for this. (Permit an exaggeration: The separation of the two properties should be a solid concrete wall, without any openings and 200 feet high). The design and development of buildings should have some input from Redpath Sugars in the form of what we do on our side of the fence. This co-operation could save a lot of problems in the future by remembering Redpath was here first.

Summary

We are all very aware of the political pressure that residential areas exert when threatened with an industrial development in their vicinity. In fact we are quite sympathetic to such feelings. All we ask is that the industry on the waterfront be given an equal opportunity to either be left alone or to influence the evolution of the Waterfront in a fashion that will minimize threats to successful business operations.

The cargo vessels bringing raw product, the 24 hour operations, the truck and rail traffic, the total commitment to Toronto are some of the factors that are inherent to our business. Redpath has been a good source of employment, a taxpayer and a good corporate citizen for 25 years at this location.

Will development make us an endangered species?"

Appendix B

Additional Written Submissions

Re: Central Waterfront Proposals Report
(Arranged in chronological order)

Submission By:

1) George Bellerby
2) Commissioner of Metropolitan Works Department
3) Alex D. Camp
4) Commodore, St. James Town Sailing Club
5) Peter Williamson
6) Weir and Foulds - Re: Dylex
7) General Manager and Secretary, the Royal Canadian Yacht Club
8) Mrs. C. Savary
9) Chief Engineer, Lever Detergents
10) Commodore, Water Rat Sailing Club
11) Ashbridge's Bay Yacht Club
12) General Manager, Toronto Harbour Commissioners
13) Planning Co-ordinator, Metropolitan Toronto and Region Conservation Authority
14) Dylex Limited
15) Metropolitan Commissioner of Planning and Development
16) Vice-President, Molson's Brewery
17) General Counsel, Torstar Corporation
18) Toronto Islands Residents' Association
19) Stop Contaminating Our Waterfront (SCOW)
20) Executive Director, Canoe Ontario
21) Vice-President, Victory Soya Mills
22) Manager, Land Use and Environmental Planning, Ontario Hydro
23) Vice-President, Victory Soya Mills
24) Professor Trevor H. Levere, F.R.S.C.
25) Director, Industrial Development, CP Rail and Director, Industrial Development, CN Rail.
26) General Manager, Toronto Harbour Commissioners
27) Co-Chairmen, Metro Waterfront Boating Coucncil
28) Vice-President, Redpath Sugars
29) Vice Chairperson, St. Lawrence Neighbourhood Association
30) Vice President, Great Lakes and Inland Waters, Seafarers International Union of Canada
31) McCarthy and McCarthy - Re: Belkin Packaging
32) Metropolitan Commissioner of Planning
33) Medical Officer Of Health, City Department of Public Health
34) East Bayfront Industry Group

1. Letter from Gordon Bellerby, 75 Highbourne Road, Toronto, to Alderman Anne Johnston dated May 10, 1982, and forwarded to the Commissioner of Planning and Development

"I wish to support the City's new Master Plan as it applies to the Central Waterfront - specifically the Leslie Street Spit or Headland. This is a wonderful addition to our harbour area and it should be classified for passive use only: walkers, runners, bicycling, bird watchers, botanists, etc. WITHOUT AUTOMOBILE ACCESS by the public. It's a great place to relax and see our great City and should be left in its natural state to develop quietly - little money should be needed which is an added attraction!

Please support the plan and resist the pressure groups which will now inevitably seek to water-down the master plan."

2. Letter from F. J. Horgan, Commissioner of Metropolitan Works Department, dated June 7, 1982

"We have received a copy of the four-page "Summary, The Central Waterfront: Proposals", which invites comments, to be directed to you by June 23, 1982.

We advised the Metropolitan Planning Department, when your studies were circulated at an earlier stage, that we objected to the designation of the Main Sewage Treatment Plant as Open Space, as shown on your Map 1C, so that a plant in which almost $200 million of public investment is made becomes a non-conforming use, and in actual fact, cannot be opened up for public access due to the hazards presented to unwary members of the public.

The commentary on the Port Industrial District refers to retention of "existing recreational open space areas at .... McCleary Park". Perhaps it should be noted that the City of Toronto sold that property, located north of Commissioners Incinerator, to Metropolitan Toronto in 1968 for some $607,000, to allow for possible expansion of the Incinerator. Its use as a recreational area continues under a lease renewable from year to year, at a nominal sum, subject to cancellation on six months notice. Since the City sold the land for specific purpose, it would appear its zoning should reflect the intended use."

3. Letter from Mr. Alex. D. Camp, 1170 Mount Pleasant Road, Toronto, Ontario to Mayor Eggleton, dated June 14, 1982, and forwarded to the Commissioner of Planning and Development

"I understand there is to be a meeting at City Hall on June 23rd to discuss the question of access to Aquatic Park, on the outer harbour spit. As both a sailor and an avid supporter of wild life conservation, I should like to comment.

First of all I think it should be recognized that the spit is now sufficiently large to accommodate both the facilities of the Aquatic Park Sailing Club, as well as the bird sanctuary which has by natural selection established itself to the west of the yacht mooring basin. Access for both bird-watchers and sailors therefore becomes a matter of some importance to the recreational value of the area. This will become increasingly important when construction of what appears to be additional boating facilities on the south side of the spit become available.

With present and possible future activity in mind, the existing week-end access restrictions can only be regarded as irksome, and in my view unnecessary.

A practical solution, as I see it, would be to allow parking in the vicinity of the present construction site for members of the sailing club and members of naturalist organizations, with a barrier to restrict traffic on the balance of the spit which could then become a walking area and ensure the minimum of intereference with the bird sanctuary. If necessary such a parking facility could be subject to a nominal season charge for those authorized to use it.

Secondly, I understand that the present week-end bus service is costing the taxpayers something in the order of $16000 a year. A plan similar to that which I am suggesting could save this expenditure.

I trust the you will endeavour to give consideration to the foregoing when the matter is under discussion."

4. Letter from Mr. Jack Davies, Commodore of the St. James Town Sailing Club dated June 18, 1982

"Birds are beautiful,
Sailboats too,
Space is limited,
What to do?

Land Use Committee March 20, 1984

As sailing has become more and more popular, the desire for mooring spots, sailing club sites, and marinas has increased tremendously. Although Toronto has been blessed with a long open beautiful waterfront it is rapidly being used by many groups for many reasons.

Fortunately, thanks to the Toronto Harbour Commission, people and recreation have been considered in the long range plan, not just industry and condominium developers. The way in which you set aside land for the Outer Harbour Sailing Federation was very much appreciate by us and the vision has been justified.

It has been highly successful. Not only have many people with their own boats filled up the Centreboard Club, the Catamaran and Multihull Clubs but more importantly there is the Sail Toronto School, the Mooredale and St. James Town Sailing clubs for people who do not own a boat.

Here at S.J.T.S.C. our members experience sailing at a minimal cost and the demand has been overwhelming! We have had to turn away prospective members in March before the sailing season begins!

According to the Port Industrial Development Task Force (Oct.80) Report the east and south shores of the Outer Harbour should be landfilled out to the limits of the Outer Harbour Channel to accommodate industry and consequently squeeze the sailing community out!

We had been promised a site on the Headland when it became available but now according to the Central Waterfront Proposal (April 82) the prime land on the inside of the harbour has been designated as Environmental Resource Area and leaving the sailing fraternity the outside of the Spit!

I am sure that I would be representing CHSF's viewpoint if I said that we would prefer remaining where we are, as we have invested a great deal of time and money building clubhouses, docking areas, and improving grounds. However, we are burgeoning!

Each club in OHSF has had to pare down its membership in order to share the small amount of space available. We are grateful for the help we have received in the past, but now we are planning for the future.

Although the spit has been taken over by the herring gull, the ring-billed gull, the common tern, not to forget the Caspian tern, the Headland is far too valuable a piece of property

because of its proximity to Toronto and to water that we can afford to give it all to the birds for a sanctuary. People are important too! We must have space for recreation on the water.

Our recommendations are:

(a) allow the sailing clubs on the inside of the spit so that they have a protected area to moor and sail

(b) put the birds on the outside or southern shore of the spit

(c) do not increase the size of the spit in such a way that it cuts down on the amount of sailing space in the harbour

(d) do not fill in the coves on the spit as the diagram would indicate.

Thank you for your cooperation in the past and for your support in the future."

5. Letter from Peter Williamson, 23 Oakmount Road, Toronto, to Mayor Eggleton, dated June 20, 1982, with copy to the Commissioner of Planning and Development

"I have just received my 1982 tax bill; it is now $2,100, an increase of $300 for this year. Yes, I understand all about inflation, but I am not at all satisfied that all your various departments are seriously tightening their belts. Take for example the Leslie Street Spit Landfill Park. Each summer weekend the City operates a 'free' minibus to shuttle birdwatchers, strollers and boaters up and down the four-mile length. I understand this will cost getting on for $20,000 this year-what a monumental waste! That's about $7.00 per trip subsidy, conservatively calculating.

I know that yachtsmen have been trying for several years to have access to the Spit by car- efforts that have been thwarted by political machination to satisfy a vocal minority, regardless of logic, precedent or expense. This anomaly must surely cease: give unrestricted access to walkers, cyclists and motorists, and eliminate the frustration of waiting for the hourly bus PLUS the ridiculous expense to the taxpayer. (That frustration could in fact become a hazard in the event of accident or illness to a park-user. Do we wait for the hourly bus to take a heart-attack victim to the outer gate for transportation to hospital?)

Kindly consider the precedent set by the Etobicoke and Ashbridges Bay landfill areas. Both have unrestricted access at all times, with no clashes of interest; walkers, cyclists, motorists and yachtsmen co-exist harmoniously. Why not on the Leslie Street Spit?

To say this is a different jurisdiction (that of the Harbour Commission), does not justify the grossly expensive bus service, and the hundreds of dump trucks present during the weekdays hardly deter the myriad of seagulls and geese. The City, under your enlightened leadership, Mr. Mayor, has the power to give access for Torontonians to enjoy a very pleasant and inexpensive facility with a minimum of frustration. At least as important, you would be eliminating one senseless expense to taxpayers, and helping to persuade people like me that residential tax increases are being carefully controlled.

In short, Mayor Eggleton, if you want my vote, and those of others of my opinion, I suggest respectfully that you consider my recommendations carefully."

6. Letter from Mr. G. J. Smith of Weir & Foulds, on behalf of Dylex Ltd., dated June 22, 1982

"We are the solicitors for Dylex Limited, owner of the lands known municipally as 637 Lakeshore Boulevard West. These lands are presently being used for a structure containing the head offices of Dylex Limited and associated manufacturing operations.

It is our understanding that the Central Waterfront Proposals proposes that our client's property be designated Restricted Industrial in the City's Part I Official Plan and that the zoning on the property be changed to I2 to reflect that designation. Our client has some concerns with this proposed designation which we will outline in this letter. It is not our intention to make a formal deputation at the June 23rd public meeting.

Our client's concerns involve both a short-term and a long-term aspect. In the short-term, Dylex Limited wishes to continue the on-going process of consolidating its head office functions at 637 Lakeshore Boulevard West. Already this process has resulted in more than half of the building's floor space being used for office uses as opposed to manufacturing uses. Therefore, there is some concern that the proposed zoning designation of I2 does not recognize the existing function of the building.

In the long term, Dylex Limited is pondering a number of possible uses which would realize some greater potential for the property in a use which would be more compatible with the ultimate development of the Central Waterfront.

A professional planner and an architect have been retained to assist in formulating more specific proposals. They have recently met with members of the City Planning staff and plan to continue liaising with them during the summer in order to arrive at a mutually acceptable position which could then be incorporated into the final plan.

May I respectfully request that our firm's name be placed on the mailing list for all further communications and notices of meetings concerning this matter."

7. Letter from Peter B. Van Buskirk, General Manager and Secretary, the Royal Canadian Yacht Club, dated June 22, 1982

"The Royal Canadian Yacht Club has received a copy of the Central Waterfront Proposals.

The information contained in the 85-page presentation is comprehensive and requires considerable study in order to make comment.

The Club commends those who have spent the time and effort to bring the proposals to this stage. We are currently reviewing the proposals, especially those which affect the East Bayfront and the Toronto Islands. Unfortunately, there is not enough time to make a submission for your meeting of June 23, 1982 but we will submit our comments at a later date."

8. Letter from Mrs. C. Savary, 57 Brookdale Avenue, Toronto, dated June 22, 1982

"I have read the report The Central Waterfront: Proposals and I wish to make a couple of suggestions I hope you will consider.

Firstly, section 2.3 and 2.3.1 on housing: I feel that more apartment buildings in the area would create more traffic problems, would not leave enough space for visitor's parking and would not provide enough space for recreational and cultural uses that should be implemented into the programme.

Would you consider building an outdoor theatre so that the Canadian Opera Company would not have to use a tent for their performance during the summertime? Also an aquatic marina would be a pleasant tourist attraction.

I would also like to protest one section of Draft No. 18 pertaining to the Outer Harbour Headland. Why would you put a waterskiing course alongside the area which is being kept undeveloped to allow birds and other wildlife to inhabit? Waterskiers need motorboats to pull them which would disturb the wildlife.

Except for these grievances I have stated, I feel that the Central Waterfront Planning Committee has laid out excellent plans for the future of our waterfront and I am looking forward to it's completion in the near future."

9. Letter from Mr. H. K. Allen, Chief Engineer, Lever Detergents Limited dated June 23, 1982

"We wish to express our concern, as a long time industry in downtown Toronto, about the direction indicated in the Planning and Development Department's proposals for the Central Waterfront area.

The specifics of our concern is the proposed changes for the East Bayfront and the Central Bayfront areas. These areas are now designated industrial. Industries are located here with the necessary road, rail and port infrastructures designed to accommodate their activities. It is difficult to understand the proposed recommendation to allow residential development in the midst of these industries. While there is the advantage of being adjacent to the water, there are disadvantages. The proposed residential area is "across the tracks" of a busy rail siding. It is beside port facilities where lake vessels and ocean going vessels dock. It is beside a busy roadway with substantial amounts of industrial traffic.

Should the recommendation proceed, we can see the industries quickly becoming incompatible with the new residential areas. Eventually, pressures will become so great the industries will have to relocate. The City will then lose employment opportunities as well as a significant amount of industrial tax base.

We are, as you may know, doing a major $27,000,000 modernization of part of our plant at the foot of the Don Valley Parkway. We have been an industrial employer in downtown Toronto since the 1890's. We are currently employing over 600 persons on this site and manufacture soaps and detergents for shipment across Canada.

Before we decided to proceed with this modernization, we made a careful study of various options open to us. Greenfield sites outside the city were obviously a possibility. However,

the purchase of an adjacent parcel of land was a major factor in providing us with flexibility to further develop on our present site. Another major factor was the City policy of encouraging industries to remain within the city in areas designated for industrial uses. It was with a great deal of pride, we could assure our head office approval authorities there was a policy encouraging industrial development in the downtown area. This was unlike their experience in other countries in the world, where it was becoming necessary to relocate plants to sites outside cities.

While in this situation we are not directly affected, we see a disquieting trend. The effect of these Planning and Development Proposals indicate the start of what we see may become a change in the City's future policies. We can no longer give the same assurances about the City's industrial policies to our head office when we put forward major proposals for their approval. This concerns us greatly.

We request your reconsideration of the proposals to recommend housing in these industrial areas on the East and Central Bayfront. We believe leaving the area as originally planned would be in the best interests of all concerned."

10. Letter from Mr. John Bleasby, Commodore of The Water Rat Sailing Club received July 5, 1982

"It was with considerable interest that we reviewed the proposals for development of the Toronto Outer Harbour as presented recently.

The Water Rat Sailing Club was formed in 1968 as an off-season training and development site for Olympic and Pan American competitors. The club today is very active, with between 100 and 130 members, many of whom have represented Canada in international and Olympic events. We have operated from a location just east of Cherry Beach since the club's inception, thus allowing members a rather unique opportunity to watch the growth of the Leslie Street Spit over the past fourteen years.

It is a relief to us, as it is to all sailors, that the new headland will at long last start to take shape as the aquatic park originally promised by the City back in the 60's. Toronto is truly blessed to have at her doorstep some of the finest fresh water sailing of any city in the world. It would be an absolute crime to deny Toronto's boating enthusiasts use of this potentially superb man-made facility.

The new headland as it stands today exists as a foul smelling, unsightly vacant lot, overrun with weeds, tangled brush and

debris. Our members applaud proposals to develop the area into a marine facility that would not only enhance the appearance of our city, but would also attract sailors to Toronto from the Great Lakes area and beyond.

Our only reservations with the plans as presented concern the apparent disproportionate assignment of lands to continued vacant use. It would be a terrible disappointment to the members of the Water Rat Sailing Club, and indeed the thousands of sailors of Toronto, if plans were not modified with direction given towards the continued development of the entire headland into the aquatic facility so urgently required by Toronto area boaters."

11. Letter from Mr. A. E. Stapleton for Ashbridge's Bay Yacht Club dated July 6, 1982

"Ashbridge's Bay Yacht Club would like to express approval of the latest plan for a public oriented waterfront. We believe that an orderly development that would find approval in principle from various and diverse groups representing the public and industry is on the right track. Compromise is the Canadian way of life. We hope this may be attained in a harmonious manner.

There is an apparent proposal to turn over the westerly half of the outer harbour headland to exclusive environmental use; as stated in the plan that it "should be maintained in its natural state". It is hard to envision that dumped fill into Lake Ontario could be termed a natural state. Leslie Street Spit is a construction site with hundreds of trucks daily dumping earth and concrete since 1958.

Birds have put up with this constant activity of construction and have increased their numbers to a count of over 75,000 plus nests of gulls by 1982. This is an increase by a factor of three since the 1979 count of nests. This will have to be controlled in the near future in the same manner as Canada geese are controlled.

During the time that this increase of birds was taking place, recreational boating has existed side by side with the birds. A lagoon adjacent to the nests on the headland has been occupied by sailboats on protected moorings. The gulls made this choice, not the environmentalists. It is very apparent boating and environmental concerns can co-exist very successfully in the same area. This example can be reinforced by observation of Muggs Island, two miles west of the headland. It is for this reason we protest the action of

changing the westerly head of the headland to environmental use only.

Although A.B.Y.C. is immediately outside the eastern edge of the planning area, it will have an effect on the long term health of the club. We, as most other boating clubs, have a waiting list extending to a number of years due to limited dock space. Any reduction of moorings in Metro Toronto will put added pressure to somehow accommodate more members in each club. Where will the keelboat owners in Aquatic Park go? Marinas, as seen elsewhere in the Toronto area lead a precarious existence.

In reviewing the planning for the Toronto waterfront, the straightening of the Leslie Street spit over a length of three and a half kilometers and the fill at the western end to a square of almost two kilometers portends of old worries. I refer to the Harbour Commission 1969 plan for an airport in this area and the City of Toronto Planning Board 1970 approval of this plan (copies enclosed)*. The island airport could be moved to the headland, later followed by general aviation and then large jets. The cry of outrage from birds and sailors would be drowned out when the benefits to industry would be touted. Also enclosed is our 1970 reply to that plan."

* (Enclosures with Mr. Stapleton's letter have not been reproduced, but are on file with the Commissioner of Planning and Development.)

12. Report to the Chairman and Board of the Toronto Harbour Commissioners from the General Manager, Mr. Ian C. R. Brown, dated July 9, 1982, forwarded to the Commissioner of Planning and Development*

"The purpose of this report is to provide a preliminary response to the Central Waterfront Official Plan Proposals (CWOPP) based upon distillation of your officials' initial reactions to the document. In view of the far reaching consequences of the ultimate outcome of this process on the jurisdiction and operations of the T.H.C., we assume that during the ensuing months we will be provided by City staff with an opportunity for constructive dialogue in an effort to improve those areas which are, in our opinion, deficient or unacceptable. At this time we will attempt to confine our response to general areas which give us cause for concern and leave our detailed comments for in depth discussions with City staff.

While we are pleased at last to see the release of this report our general reaction to its content is one of disappointment.

The bulk of this report could have been released some five years ago as it reflects most of the authors' initial preconceptions and biases, unchanged by the years of meetings and discussions. As such it reflects in certain areas a philosophy which is already outdated.

While much of the editorial comment in the first four chapters is somewhat encouraging, the specific policy recommendations in Chapters 5 and 6 often fail to provide for implementation of the intentions reflected earlier in the report. One fundamental concern relates to the statement of objectives. The pursuit of port/commerce/industry objectives is not listed as one of the five main objectives. These interests are merely to be protected while other objectives of a primarily recreational nature are to be actively pursued. It is submitted that such protection will represent "lip service" only unless port/commerce/industry objectives receive equal billing. The preconception of the authors of the CWOPP has been that the port/industrial function is declining in importance and therefore the emphasis should be placed on turning the waterfront to other uses.

This preconception is not shared by your officials and particularly in today's economy should be seriously re-examined by policy-makers concerned about employment and assessment.

The T.H.C., like any prudent port authority, has to take a long term approach to planning and cannot be guilty of merely extrapolating trends from a previous five or ten year period. The CWOPP document should likewise take a long term view to ensure that the port's options are maintained since the loss of our capacity to provide service to the region would have a serious impact on the cost of moving goods to or from southern Ontario.

A second fundamental concern relates to an impression in the report that the authors wish the City to insert itself in areas that are within the jurisdiction of the T.H.C.; for example, in placing the onus on the Commissioners to justify port expansion, in empowering the City to specify the location of port facilities and port related industries, and in contemplating the restrictive zoning of water areas.

The balance of this report will deal with certain specific aspects of the CWOPP document:

1. Central Bayfront. More flexibility is required with regards to permitting office commercial uses in this area.

2. East Bayfront. The proposal for 50% assisted housing in the East Bayfront is excessive and further research is required to come up with an appropriate socio/economic residential mix for this valuable, strategic area of the waterfront.

3. Port Operations. The suggestion that port activities should be restricted to the inner harbour is impractical and shows a lack of understanding of port operations, such as the facilities required to implement services like the Translake ferry. No mention is made of the uncertainty surrounding the future use of the inner harbour for shipping resulting from the City's attitude towards dredging and dredgeate disposal.

4. Industrial Viability. Although reference is made to the desire to protect industry, it is questionable whether the end result of the CWOPP document would be either to encourage existing industry to stay or to attract new industry to locate in the port industrial district. The proposed deletion of certain permitted uses including storage and warehousing runs counter to the proven demand; the emphasis on labour intensive light industry is still unproven as to its viability. There is a need to revise this document to ensure that the zoning is flexible enough to permit those industries which may be determined to be viable in the port area.

5. Outer Harbour. The proposed zoning for the north shore of the outer harbour is unacceptable. The Commissioners' position is clear that, while they have no objection to interim use of the north shore for recreational purposes, it must be clearly understood that this area is being held for port and industrial purposes. The Official Plan and zoning should reflect this to ensure consistency with the Port Industrial Development Task Force recommendations.

6. Aquatic Park. In light of the Aquatic Park's significant potential as a regional recreational resource, it is our opinion that a disproportionate amount of land and water is proposed to be reserved for an inherently sparse human use.

7. Land filling. The proposed restriction on land filling will virtually eliminate the Commissioner's ability to make creative use of fill material for recreational and industrial purposes as they have been doing since 1911. It might be more appropriate to suggest that City Council undertake an environmental assessment of the impacts of

ceasing land filling. This proposal would also seriously conflict with implementation of the P.I.D.T.F. recommendations.

The Board's authority is requested to enter into discussions with City planning staff in an attempt to resolve our concerns about these and other areas of the report."

I am also attaching for the information of the Board a report from the Planning Department on the public meeting on June 23, 1982, to discuss the CWOPP report.**

* This report was forwarded to the Commissioner of Planning and Development as a preliminary indication of the concerns of the Toronto Harbour Commissioners. A formal and more complete submission will be made in the future. It should be noted that the Commissioners themselves have not yet taken a position on the report.

** (Minutes attached to this report have not been reproduced, but are on file with the Commissioner of Planning and Development).

13. Letter from Mrs. A. C. Deans, Planning Co-ordinator, The Metropolitan Toronto and Region Conservation Authority dated September 7, 1982

"Further to our meeting of July 29th, the following are the Authority's comments with respect to the Central Waterfront Proposals.

A). Hazard Lands:

As a result of the Authority's review of flood hazard across its area of jurisdiction and of recent studies specific to the Keating Channel, the lower Don River valley, including parts of the Central Waterfront Planning Area, has been identified as a flood damage centre. At present, the delineation of the lands which will be subject to the Authority's flood damage centre policies and to the Provincial Flood Plain Management criteria is being discussed by representatives of the City, the Authority, and the Ministries of Natural Resources and Municipal Affairs and Housing. This matter, hopefully, will be resolved in the near future.

As discussed at our meeting, policies specific to flood hazard should be incorporated in Section 5B of this amendment and should identify the requirements of the Authority and of the Province. The plan maps should also be amended to designate

the area to be subject to these policies, when this matter has been resolved.

B). Environmental Resource Area/Aquatic Park:

As discussed, the Authority has some concern with respect to the area of Aquatic Park currently designated by the City. The area shown extends into Lake Ontario, beyond the existing land base of the spit, and does not appear to be substantiated by current field studies.

The Authority has completed a draft Environmentally Significant Areas report which you will be receiving shortly. Enclosed with this letter is a copy of the information pertinent to the Aquatic Park E.S.A. as supported by current field investigations. As discussed at our meeting, this information should be used to revise the designation of the E.R.A. in the City's proposed Plan.

The Authority agrees that prior to any development of Aquatic Park further detailed planning studies will be necessary to take into consideration any further changes in the nature and extent of the E.S.A. In this connection, we question the need for the esact delineation of boundaries to require amendments to this Plan (Section 5B.4). The general nature of the boundaries is referenced and the requirements for further study, therefore, the need for going through the formal amendment process seems very cumbersome.

In reviewing the preamble to the amendment specific to Aquatic Park, staff note, with concern, a number of the statements regarding the Authority's involvement in this area (Section 3.3, page 43). The Master Plan for Aquatic Park was presented in March 1976, as a result of work by the Authority's consultants during 1974 and 1975. At that time, the Toronto Harbour Commissioners were dredging the outer harbour channel and building the spit. It was only subsequent to this activity that this man-made land form began to develop as a wildlife habitat. Therefore, the planning for this area occurred prior to the establishment of habitat.

The Authority has always recognized that, due to the time delay between the preparation of the Aquatic Park Master Plan and the implementation of any form of development, site conditions would change and that further detailed planning studies will be required. Section 3.3. should be amended to clarify the actual planning process for the area.

Reference is also made in Section 3.3 to the fact that the "unique character of the Outer Harbour Headland should be

preserved". The Authority's E.S.A. report has diferentiated between "protection" and "preservation" of E.S.A. sites. The City is referred to this report for a full discussion of these forms of management and their implications with respect to E.R.A. sites within the Plan. The E.S.A. on Aquatic Park is the result of natural succession occurring over a period of time. The "preservation" of this resource would require its maintenance in present conditions and the manipulation of the site to limit future succession. This may not be the objective of the City nor of the Authority specific to Aquatic Park.

C). Zoning:

The establishment of two categories of open space, "G" and "Gm", is of some concern to the Authority. The City has already identified concerns and policies specific to E.R.A. sites within the Central Waterfront and this would appear to give the additional controls necessary with respect to development. Further, the permitted uses within the "Gm" designation differ only from the "G" category in that they allow certain recreational boating activities and associated support systems. In listing specific uses under this category, we question why others have been left out, e.g. boat launching ramps, canoe clubs, day mooring areas, boardsurfing, canoe or boat rents, etc.

Authority staff recommend that consideration be given to using only a "G" designation with the inclusion of "recreational boating activities" as a permitted use and with a reference that all uses are "subject to other policies applicable to these lands".

Specific to Aquatic park, the Authority's concerns regarding the proposed "G" zoning would be alleviated by expansion of the "G" uses as discussed above. If it is decided to retain the two categories, we would recommend that the revised E.R.A. boundaries be used to define the "G" zone and that remainder of the site be "Gm". This would also be consistent with Section 5A.37. Further consideration of the proposed zoning should also recognize the existing use of the central lagoon area for recreational boating.

As discussed in the previous section, any development at Aquatic Park will be subject to detailed planning studies which will involve the City and will be subject to any requirements of the Environmental Assessment Act. The need for further amendment to this Plan or for zoning changes to permit development would seem unnecessary and cumbersome.

D). Waterfront Access (Section 2.5, 5A.5)

Since the presentation of the 1967 Waterfront Plan by the Metropolitan Planning Board and the subsequent implementation of a large part of that Plan by the Authority during the period from 1970 to the present, the objective of improved public access to the waterfront has been of prime concern to all involved agencies. A second major objective has been to provide public recreational boating opportunities across the waterfront. In certain situations, these two objectives may not be totally compatible due to the need to ensure security to the boats and related equipment, as well as to ensure the safety of individuals from the hazards that may exist within a boating area.

To this end, the Authority has maintained its objective to encourage public access "to the extent possible and where appropriate". We would strongly recommend that the City consider modifying the statements in its proposed Plan to recognize that, in all cases, it may not be to the public's benefit to allow uncontrolled access to the water's edge. The provisions of Section 5A.4 appear to restrict the potential for recreational boating within the waterfront by discouraging the "sale or lease" of land other than for shipping purposes (5A.5a) and by seeking conveyance of lands for "parks" unless the existing use is industrial or related to shipping (5A.5b). The restrictions on recreational boating uses which may be created by this section should be reviewed with regard to the City's policies proposed in Section 5A.13 specific to recreational boating and in consideration of the preceding comments regarding public safety and security to property.

We appreciated the opportunity to meeting with City and Metropolitan staff to discuss the Central Waterfront Proposals, and trust that our comments will be of assistance in finalizing the plan."

14. Letter from Stephen P. Applebaum of Dylex Limited, dated October 14, 1982, to Chairman and Members of the City of Toronto Planning Board, City Hall.

"Dylex Limited is the owner of the lands and building at 637 Lakesore Boulevard West. The building has become a Toronto landmark, commonly known as 'the Tip Top Tailors building'.

Tip Top Tailors is a division of the Dylex Group as are Fairweather, Big Steel Man, Suzy Shier, Family Fair and Town and Country, among many others.

The Tip Top Tailors building is over 50 years old, dating from 1929. The facades on its north face have been listed as historically significant by the Toronto Historical Board. The building is six storeys in height, and is designed in a U-shape, opening to the south onto the National and Alexandra Yacht Clubs and Lake Ontario. The south portion of the Dylex property is used for parking and loading space and a three-storey annex which is attached to the main building.

The property is strategically located, acting as a western terminus or 'anchor' to the Harbourfront development, while at the same time acting as a link between the mixed-use residential-commercial area to the east and the recreational and open space uses to the west.

Our present zoning is C3 V3 which permits a gross floor area of up to seven times the area of the lot. The range of permitted uses includes manufacturing plants, warehouses, offices, retail stores and repair shops, together with accessory uses.

The present use of the 637 Lakeshore Boulevard building is slightly in excess of 50 percent devoted to Dylex head office functions, with the balance devoted to garment manufacturing and warehousing functions.

The distribution of space between these two functions has been in a continual state of change in recent years as Dylex has moved to consolidate the head office functions of its subsidiary companies at 637 Lakeshore. In the short term, Dylex plans to continue this process and no doubt additional space will be converted from manufacturing and warehousing to office uses.

In the medium term, we anticipate that the demand for head office space within Dylex Group may outgrow the capacity of the building. Consequently, Dylex has been giving serious consideration to the possible ultimate redevelopment of the property.

The unique characteristics of the existing building and the location of the property make it ideally suited for various forms of mixed-use development, integrating the existing building with new construction and including uses such as residential, office and/or hotel.

In light of our short and medium term objectives for the property, we are concerned about the zoning and Offical Plan designation proposed in the Central Waterfront Proposals. The effect of the Proposals as they are now formulated would be to

make the existing distribution of offices non-conforming, and preclude our ability to continue consolidating our office function in the short term and prevent redevelopment of the property as an integral part of the entire Central Waterfront concept in the longer term.

The zoning proposed for the property is I2 D3. It would permit only three times coverage; the range of permitted uses would be very narrow, including only manufactuing plants, warehousing and restricted commercial, together with accessory uses.

We object to any change in our presently permitted coverage. Fruthermore, we cannot agree with the narrow range of permitted uses contemplated by the I2 D3 zoning. The zoning would not permit the type of mixed-use development for which we believe the site is ideally suited. Moreover, the I2 D3 zoning does not adequately reflect the current mixed-use nature of our building and would frustrate our short-term plans to continue coverting manufacturing and warehousing space to office space.

We respectively submit that there is no reason for any changes to be made to our existing zoning except to remove from the list of permitted uses those obnoxious uses that would clearly not be compatible with the ultimate development of the waterfront as comtemplated by the Central Waterfront Proposals.

We would like to work within the provisions of our existing zoning to develop our property in a manner that furthers the goals and aspirations of the Central Waterfront Proposals. We have retained architects who have analyzed how a mixed-use develoment with a density of up to seven times coverage can be achieved on the property, preserving the existing building (except the annex), ensuring an appropriate scale and design so that the new constrcution will be well integrated with the existing structure. Throughout the development of these preliminary concepts, we have been seeking to relate our thinking to that of our immediate neighbours and to the entire Central Waterfront. Consequently we have been involved in discussions with the Central Waterfront Planners, the Toronto Harbour Commissioners and the Harbourfront Corporation. We have discussed with them possible arrangments for joint-use facilities and off-site parking.

We believe the resulting preliminary development concepts would represent an asset to the waterfront and would re-inforce the goals and the intent of the Central Waterfront Proposals. We are enclosing a number of conceptual

representations that have been prepared by the architects. Others are intended to depict possible design approaches. The ultimate form and density would be developed through detailed consultation with City staff in the Development Cortrol process and within the existing density controls. As these Proposals proceed forward toward the ultimate development of the Central Waterfront Plan, Dylex Limited would like to see specific recognition be given to the unique characteristics of our property at 637 Lakeshore Boleavrd West which lends itself ideally to a mixed-use development that could function as a western "anchcr" to the Harbourfront development.

Accordingly, we see no reason for the restrictive I2 D3 zoning to be applied to our property, and we must oppose any changes to our existing zoning except to remove obnoxious uses from the list of permitted uses. In addition, we believe there should be a statement included in the Official Plan which would specifically reflect the potential of this site for mixed-use development.

We appreciate this opportunity to make our views known to you, and look forward to being involved as an integral part of the Central Waterfront Plan, with its stated goal, 'to promote increased public enjoyment and use of the area."

(Drawings attached to this letter from Dylex are on file with the Commissioner of Planning and Development).

15. Letter and Preliminary Comment from Metropolitan Commissioner of Planning and Development, dated October 21, 1982.

"I am forwarding attached hereto, preliminary comments indicating Metropolitan staff concerns with the above-mentioned proposals. Final commernts including recommendations for proposed modifications to reflect the Metropolitan position will be forthcoming after more detailed studies and discussions have been concluded."

"Preliminary concerns of Metropolitan Toronto
With "The Central Waterfront: Proposals"

1. Significance of Land Use in Relationship to Public Enjoyment

The proposed new Official Plan Section 5A.2 states that City Council's primary goal for the Central Waterfront is to promote increased public enjoyment and use of the area. We would strongly recommend that the statement be expanded to

relate this "public enjoyment" to the intended future land uses. This could be achieved by adding the following phrase to the beginning of the policy:

> Within the context of future land uses detailed by this amendment...".

2. East Bayfront Industrial Lands

The East Bayfront area is recognized as a predominantly industrial district in proposed Section 5A.32. This section nevertheless proposes comprehensive redevelopment for housing, non-office commercial and compatible uses. We feel that this Section and Section 5A.33 require modification to protect the existing and viable industrial lands by reversing the compatibility requirement to make other proposed uses subject to compatibility with the industrial area. Otherwise industrial uses may be viewed as a nuisance in the future and the continued operation could be jeopardized.

3. Exhibition District

It is noted that proposed Sections 5A.41 to F1.45 parallel Metropolitan Official Plan policies for this area. There is some concern, however, that Section 5A.42, in conjunction with the proposed "G" zoning might not permit hotel uses, which Metro is considering as an option for the C.N.E. Further comments on this matter are contained in the section on zoning of Metro-owned properties.

4. Residential Uses on the Toronto Islands

Proposed Section 4A.49 recognizes the existing residential uses on Wards and Algonquin Islands in keeping with Bill 191. However, as sections of the Metroplitan Official Plan dealing with this matter, have been deferred by the Ministry of Municipal Affairs and Housing, it would not be appropriate for us to comment on this matter until the Minister has finalized action on the relevant sections of the Metropolitan Official Plan.

5. Environmental Resource Areas

The ERA designation affects the Outer Harbour Headland and some Metropolitan lands on the Toronto Islands. Accordingly, there is some concern regarding the criteria to be used in determining the extent of ERA's to comply with proposed new Official Plan Section 5B.4. The appropriateness of this designation on Metropolitan lands is being studied. We are

also concerned about the future character and management of the ERA's as set out in 5.B.2.

6. Transportation

It is noted that the Proposals report does not contain specific transportation proposals. However, Metro is concerned that additional development in the Waterfront-Railway Lands are would have transportation implications. As major transportation studies of systems in this area are presently underway (notably A.R.T.S.), we hope to be in a position to offer some input in this regard in future discussions.

7. Metro Works Properties

(a) Proposed Official Plan Designations

Proposed Map 1C indicates that the Main Sewage Treatment Plan is to retain an "Open Space" designation. Recognizing that these lands provide a gateway to the waterfront, Metro will continue to maintain certain areas on this property, where feasible, for public use and access. However, we feel that Official Plan designations should reflect the primary or intended use of lands and we would therefore prefer an Official Plan land use category, other than "Open Space", which permits public municipal works or utilities as an outright use rather than an exception.

We note also, that lands of the Commissioners Street Incinerator, including McLeary Park, are proposed to be redesignated to "Restricted Industrial Area". This designation would not permit the existing refuse disposal plant and would also restrict any expansion for public works on that portion of the Metro site which is leased to the City for open space, i.e., the McLeary Park lands. As above, we request a more appropriate Official Plan designation applied to all of these lands which assigns the Metropolitan activity as the principal function while also permitting an open space category.

(b) Proposed Zoning

The Proposals report incorporates rezoning the Main Sewage Treatement Plant and McLeary Park from C.3 V.3 to G and the Commissioners Street Incinerator from C3 V.3 to I.3 D.3. The proposed zoning would permit the existing sewage treatment plant by site specific exemption in accordance with Section 16(1)(a). However, we conclude

that any rezoning of Metro-owned property, including the C.N.E. lands, should be designed to protect both the existing and intended use of these lands. We therefore recommend further careful re-examination of this matter."

16. Letter from D. B. Macaskill, Molsons Brewery (Ontario) Limited dated December 8, 1982

"We have reviewed the subject report and wish to register a formal objection to the proposals affecting our site at 640 Fleet Street. It is our understanding that the City of Toronto Official Plan, as passed by Council and approved by the Minister of Municipal Affairs and Housing, designates the site at 640 Fleet Street as an "Area of Industry". Zoning by-law number 20623, as passed by Council and approved by the Ontario Municipal Board, zones the site at "C3 V3". The subject report seeks to change the land use controls on our site to "Restricted Industrial Area" under the Official Plan and to "I2 D3" with a site specific exception to allow brewery operations under the zoning by-law.

Molson's Brewery (Ontario) Limited acquired this site and erected a major brewery in the mid 1950's. The location has significant attractions for the brewery, including the site's exposure to the high traffic volumes along Lakeshore Blvd. and the Gardiner Expressway, as well as its proximity to certain recreational amenities in the neighbourhood. We have accordingly invested close to $200 million in this site during the past 28 years and employ over 1,000 people, including about 200 students during the summer.

The "C3 V3" zoning currently in effect permits not only our present activities but also allows sufficient flexibility, in terms of permissible uses and density, to comtemplate further development of our site for uses such as a separate office building for our company. This flexibility is essential in planning our company's long-term goals and objectives. The proposed Official Plan designation and "I2 D3" zoning designation would appear to remove this flexibility without appropriate regard for our company's needs.

We are therefore opposed to the "Restricted Industrial Area" designation for our propoerty and the proposed "I2 D3" zoning with a site specific exception to allows brewery operations under the zoning by-law.

We would therefore appreciate it if you would accept this letter as a notice of our objection."

17. Letter from Blair MacKenzie, Torstar Corporation, dated January 13, 1983

"Thank you for sending a copy of the November 18 report to the planning board, regarding the Central Waterfront Proposals of your Department.

On behalf of The Toronto Star, I want to reiterate the importance that The Star places on maintaining an industrial zoning framework for our lands on the south side of Queens Quay.

As we discussed at our meeting, The Toronto Star decided some 10 years ago to locate on the Toronto waterfront in part to secure ready access to road, rail and water transport for its newsprint and other supplies. The requirements of The Star in this regard are substantial. Publication of The Star requires delivery to One Yonge Street of approximately 110,000 tonnes of newsprint annually, which represents some 10 percent of the total annual consumption of newsprint across Canada. The Star also requires some 4,000,000 pounds of ink annually. In addition, distribution of The Star is made primarily by truck delivery originating from One Yonge Street.

Our lands on the south side of Queens Quay provide The Star with potential water access, truck marshaling space, and space for expansion of its physical plant. We are most concerned at any prospect that these options might be limited or taken away by zoning changes.

In our view, any residential use of the lands to the east of our waterfront lands and to the west of the Redpath Sugar refinery would in these circumstances clearly be incompatible with the considerable sea, rail and truck operations of the Redpath Sugar refinery and our printing plant combined. Both operations are carried on more or less 7 days per week, day and night.

I attach for the record a sketch of our waterfront lands, a copy of which was provided at our meeting. In the report, these are described as lands leased under a 999-year lease and sub-leased to Olympia and York. In fact, parcel A on the attached sketch is owned outright and only parcel B is held under a 999-year lease. The arrangements under which parcel A is occupied by Olympia and York may be revoked at any time of 6 months' notice. The arrangements under which the "Jadran" is tied up to our leasehold property are at present on a month-to-month basis.

Please do not hesitate to contact me if any further information would be of assistance."

18. Letter from Toronto Islands Residents' Association dated January 20, 1983

"A. General

The Toronto Island Residents' Association has a number of general comments about The Central Waterfront: Proposals and some specific recommendations regarding the proposed Official Plan Changes.

We welcome many of the proposals, particularly those concerning greater access to the waterfront, more housing, an increased concern for the environment and the establishment of Environmental Resource Areas. At the same time we note the incompatibility of many proposals in these areas with those for greater industrial and commercial uses of the Central Waterfront. We also note, with regret, that many recent development in the Central Waterfront area do not accord with your proposals.

1. TIRA is concerned about any expansion of current activities in the Port Industrial area. We are concerned about its use as a dumping area for such undesirable products as used transformers.

   Many uses of that area are no longer or never were port related and are now a considerable distance from their markets. There is a growing problems with the movement of heavy vehicles.

   We would like to see much of the area eventually become housing. The Island community is an area of mixed income families and we would like to see similar communities develop in the eastern port area, with a high proportion of low income and public housing.

2. We are concerned that much of the recent housing built in the Central Waterfront is high cost and that much of the proposed commercial space will be equally expensive. The Waterfront has already lost many of its small and economic working and living spaces. Without some provision for these, all the traditional character of the area will be lost.

3. We welcome plans to expand the north-south pedestrian and bicycle access to the Waterfront. For Island residents these will be important additions for everyday access

from the waterfront and to work. We also welcome any improvement in public transportation in the area.

4. We are at the same time concerned about the lack of present and planned parking facilities, as well as their cost. Island residents and Island visitors must park reasonably close to the ferry terminal. Parking is already a severe problem in the summer and can only get worse as waterfront activities expand and parking spaces disappear.

5. We are concerned about access to the Central Waterfront, including the Islands. Development adjoining the ferry docks has reduced access to an area of major pedestrian activity in the summer.

   Island residents are particularly worried about winter transportation to the Island. The Metro ferry "Ongiara" is in a poor state of disrepair and unable to negotiate more than a few inches of ice. Residents and visitors are forced to use the airport ferry for several weeks each year. This involves longer travel times and may be incompatible with plans to expand activity at the airport. This raises another concern ....

6. We are opposed to the introduction of a STOL service at the Island airport. We believe that expanding aviation activities there is incompatible with the goal of more housing in the Central Waterfront. We would prefer the airport to remain as it is, but would also like to see alternative uses examined in depth in the near future.

7. There is concern about the general quality of the waterfront environment. Construction of the Leslie Street Spit has reduced the flow of water through the harbour, which has led to increasing contamination and longer and deeper freezes in the winter.

   Dredgeate from the Keaing Channel has entered the harbour and is polluting the Outer Harbour from improperly enclosed dumping areas on the Spit. The Spit itself is composed in part of heavily contaminated landfill.

   Smoke and noise in the area have increased over recent years. Island residents are particularly taxed by the nighttime operation of a car crusher across the Eastern Gap from Ward's Island.

B. Specific

TIRA has some specific recommendations and comments about references to our own community in the Proposals and Official Plan Changes.

1. p.45 There are actually 252 houses. TIRA welcomes visitors to the community, but we have some concern about the phrase "a better definition between public streets and people's front yards". There is a keen sense of communal space in the community, part of which rests in the lack of these clear definitions.

The Plan talks of a possible lodge, hotel or restaurant at the Ward's Dock. Any plans of this nature should be developed in close consultation with the community.

2. p.48 TIRA welcomes the ERA protection offered to the wet meadow on Ward's Island. We are concerned about the reference to "Metro Toronto" preparing management plans for this area. We would prefer the current (and new) administration of the City Parks Department, again in consultation with the community.

3. 5A.3 The thrust of this clause is incompatible with other goals in the Proposal. Some existing uses are not and should not be protected in this area. That includes the car crusher.

4. 5A.16 TIRA is opposed to any expansion of the Port Industrial District. Industries not dependent on the harbour should be encouraged to re-locate and housing, rather than industry, should be expanded in this area.

5. 5A.24(a) This is a laudable goal, but we note the government's continuing practice of granting exemptions. These include the dredging program and seem likely to include the proposed refuse fired steam plant. ALL activities in the Central Waterfront that come under the Environmental Assessment Act should be subject to the most careful scrutiny through a formal assessment.

6. 5A.31(b) This is an important consideration that was totally ignored in the Harbour Square Development.

As a result there is a severe wind tunnel effect on the only access route to the ferry docks.

7. 5A.48 TIRA endorses this recommendations but would like to see specific mention of reliable and direct access to the Islands in the winter.

5A.49(c) is redundant following passage of Bill 191.

5A.49(d) TIRA is opposed to any Metro involvement in planning for lands leased to the City by Bill 191. We would like to see reference to joint planning in these areas between the City and Island residents.

8. 5A.50 We would again like to see any developments of this nature discussed with and jointly approved by the City and the Island community.

9. 5.2.3 TIRA welcomes the ERA proposals. They might also be considered for part of the dry meadow on Algonquin Island. We would like to see planning for these areas in consultation with the residents of the community, since they are technically owned by Metro and leased to the City.

10. Zoning The new zoning for Ward's Island, passed by the City and awaiting OMB approval, is R1 Z3."

19. Letter from SCOW dated January 20, 1983

"SCOW (Stop Contaminating our Waterfront) is an umbrella group of public interest groups which formed in May of 1980 to ensure that the proposed dredging of the Keating Channel and dumping of the contaminated dredgeate from the channel on the Leslie Street Spit undergo an environmental assessment (EA). Our involvement was instrumental in stopping this project from being exempted by the Ministry of the Environment from the EA process. As well, our group's pressure kept the issue of the unchecked lakefilling at Acquatic Park before City Executive, Health, and Neighbourhoods Committees. This eventually resulted in the Ministry of the Environment's Lakefill Quality Assurance Monitoring program. With this background in mind, we submit the following comments:

CENTRAL WATERFRONT PLAN: GENERAL RESPONSE

Our group is heartened to see your plan uphold our concerns with environmental degredation on our waterfront but feel in some instances the plan is not yet strong encough to guarantee that incremental abuses and mismanagement of our aquatic

environment will not occur as they have in the past. The multitude of jurisdictional interests on the waterfront has created a chronic state of confusion of mandates especially as regards to landfilling (lakefilling) programs. To date, the massive lakefilling undertaken by the Toronto Harbour Commission to make the outer headland has been financially beneficial, not to the citizens of Toronto but to the Toronto construction industry and the Harbour Commission. The public has access to the "Aquatic Park" on the weekends only when private dumping is not occuring. There is jurisdictional wrangling occuring over an Official Plan for the Aquatic Park. Only when the Metro Toronto Region Conservation Authority (MTRCA) is satisfied with the Cherry Street plans and plans for the Northshore will they get on with a plan for Acquatic Park. Meanwhile, business as usual will go on in the form of dumping into the lake.

LANDFILL POLICIES

The City of Toronto Council's concerns about contaminated construction fill going into the lake are warranted. No other jurisdiction in the Great Lakes has such large on-going lakefill operations because of the effects of such activity on the acquatic environment. In October, Council requested that the Ministry of the Environment extend its Lakefill Quality Assurance testing program to cover all major construction sites from which the fill dumped in the lake originates. The Ministry is not going to alter its original program until it undergoing an evaluation. Their evalutation however, is internal and administrative and is not looking at how effective the program is at the site. No monitoring is being done to discover if contaminated fill is still getting through. It is vital that your plan address these lakefilling problems as strongly as possible. In this regard, we disagree with your proposed rewording of Section 2.4. In the past, lakefilling has been done with no regard for impact on the environment or assessment of the need for lakefilling. It is essential that all lakefilling must undergo environmental assessment before it occurs.

SCOW feels that the plan should go further than it has an recommend that the City of Toronto actively pursue an alternative site for dumping construction fill which is not on the waterfront. The City should also continue to uphold its policy of no lakefilling.

OUTER HARBOUR -- HEADLINE POLICIES

Although your plan seeks a greater spirit of cooperation with the Toronto Harbour Commissioners, their past conduct has

often been in conflict with the public interest regarding land use. We feel that the Plan's sections addressing headland policies have made one omission which could cause major land use disputes in the future (s.7). In your policies for management of the headland, you state that further negotiations will take place with MTRCA about recreation use and Acquatic Park plans. As you know, the provincial Ministry of Natural Resources intends to transfer their lease for the Leslie Street Spit to both the MTRCA and the Toronto Harbour Commission. In this scheme, the Toronto Harbour Commission will be given the containment areas on the south side of the Spit. If the THC does not agree with future plans and policies put forward for Acquatic Park, they will be in a position to effectively block those plans as they will own a major portion of the land mass on the south side of the Spit. We recommend that the City of Toronto should propose to the province that the Leslie Street Spit be leased to one agency instead of two in order to avoid such conflicts.

CONTAINMENT CELLS SCOW has repeatedly tried to see a final plan on paper for the construction of the containment cells. The plans for this lakefilling have changed radically since their original inception as fish tail hard points. The present design has caused serious doubts that the shoreline will ever be adequately stabilized. We anticipate that dumping of truck fill on the Spit will continue as long as the construction industry needs a dump site and that Toronto Harbour Commission plans will continue to fluctuate with those needs. We would urge you to update the maps in your plan to reflect the current status of construction which is well advanced beyond your map on page 28A. We would also urge the City Planning Department to include in their Central Waterfront Plan the finalized plans for the lakefill construction of the containment areas and ensure that those plans are adhered to. We applaud your zoning of the areas under construction as "environmental resource areas". This zoning recognizes that these areas will eventually have the same natural progression as earlier sections of the Spit, however, we hope that the zoning of adjacent water lots does not indicate they you foresee that these lots will eventually be landfilled, as well. The Environmental Assessment Process is considering the preferred option for the final geomorphology of the containment cells. The City of Toronto Planning Department should establish a means to monitor the changing designs for the containment cells to ensure their compatibility with the G zoning and future Acquatic Park applications. For instance, some mention is made to the draft EA of these cells becoming parking lots, a use which is incompatible with your plan. SCOW fears omitting these

considerations from the Plan will mean that construction will continue piecemeal with no overall plan.

"HAZARDOUS" ZONING

Our group's involvement in the Keating Channel environmental assessment has given us considerable exposure to the area round the channel and its particular problems. SCOW feels that the flood threat to areas adjacent to the Keating Channel has been greatly exaggerated to justify dredging the channel and feels that rezoning this area hazardous is not warranted.

HOUSING

We support the development of housing in the underutilized eastern Bayfront area but would urge that environmental concerns in this area be carefully evaluated. An evaluation of air emissions impace from the proposed refuse-fired steam plant to be sited at Lakeshore Boulevard East and Cherry Street will be necessary to ensure a pure environment for residents in this area.

In conclusion, we would like to thank you for your consideration of these suggestions to strengthen your plan for the waterfront. SCOW hopes that the implementation of your plan will ensure that the citizens of Toronto have a much more direct role to play in the evolution of their waterfront in the future."

20. Letter from Cheryl Mallen, Executive Director, Canoe Ontario dated February 3, 1983

"Enclosed please find a copy of the remarks made by Mr. Joe Green concerning the canoeing/rowing course development at the Leslie Street Spit (from the June 23, 1982 meeting).

They are submitted for your file and for review prior to the drafting of your final recommendations.

I would greatly appreciate hearing your recommendations as soon as they are available."

Land Use Committee March 20, 1984

APPENDIX J-1

Thank you for the opportunity to address your committee Madam or Mr. Chairperson.

My name is Joe Greem and my partner is Atis Bredoskis. We represent the Canadian Canoe Association, Ontario Division.

First, what is the Canadian Canoe Association? The C.C.A. was founded in the year 1900 and is the governing body of canoe racing in Canada. It's made up of clubs from coast to coast. Our sport is Flatwater Racing or Olympic Style Canoeing and Kayaking.

I consider Canoe Racing a Canadian Heritage Sport. This great country of ours, Canada, was explored and originally settled by people in canoes. The first trade and commerce was conducted by fur traders using canoes. Canoe racing is a direct descent of these activities.

Canada was responsible for introducing Canoe Racing to the world and the Olympic Games. Presently Larry Cain is the world junior CI single champion. Larry races in our division from the Oakville Canoe Club. Canoeing and Rowing, rowing being our sister sport, are beautiful sports, especially to see War Canoes and Rowing 8's. War canoes carry 14 people plus a coxswain.

Some of the benefits of the sport is that it is non-polluting, and people of al ages 10 and up, inter-city kids and adults can take part. The cost is relatively low, a paddle costs $20, and canoeing can take place in a park setting or a commercial residential-like complex. It is important to teach our young people proper water safety habits.

Some events are:

World Championship Canoeing and Rowing
Canadian Championship Canoeing and Rowing
U.S.A. vs Canadian Competition Canoeing and Rowing
Pan Am Regatta Canoeing and Rowing
Invitational Regatta.

Our Dominion Day Regatta is 100 years old in 1984 and for this occasion it may be expanded to a three-day International regatta. To my knowledge Dominion Day is the largest combined canoeing and rowing competition. These events plus many more would bring many visitors to our beautiful city of Toronto througout the summer.

We now have a great opportunity to provide Toronto with an International Regatta course on or near the outer harbour. A Canadian National Training Site for canoeing and rowing could be established, making us of the course from April to October.

There are only three proper International Canoeing Federation regulation canoeing courses in Canada (Montreal Basin, Dartmouth N.S. and Burnaby B.C.). Out Harbourfront can give Toronto the important position it deserves on the International Canoeing scene. Most European countries, much poorer than Toronto or Canada, have built and maintained courses. Europeans recognize the value of good water sport for all classes of people, young and old. Let's put Toronto on the International Canoeing Map.

Our goal is an I.C.F. approved Regatta Cource at the Leslie Street spit and we hope you will assist us towards this end."

21. Letter from W. H. Wright, Vice-President of Manufacturing, Victory Soya Mills Limited dated February 10, 1983

"Victory Soya Mills is a Company that employs 160 people and contributes close to one million dollars in property and business taxes. It operates in a highly competitive business with historically small margins.

The original recommendations to construct Victory Soya Mills under other management in 1944, was for the Port Colborne area. Upon the urging of the Industrial Development Board, our present location was chosen with the assurance that no future rezoning or location problems would be encountered and an extended lease was secured.

We are extremely concerned that the plans and proposals now being considered by City Council, lean heavily towards making the East Bayfront area a predominantly residential area. These proposals, if allowed to reach fruition, could cause increases in our operational cost, which would likely render us unprofitable.

In the last ten years, we have made capital environmental improvements in excess of one million dollars. The added limits that would undoubtedly be imposed on us by the conversion from light industrial area to residential-commercial, would further restrict our operation in the area of truck and rail traffic, navigation and environment.

It is not practical to operate our business in a residential-commercial community and should these proposals be implemented, it would require either:

- some financial subsidy, allowing us to maintain the normal cost of operating in an industrial environment;
- financial assistance in finding a suitable location;
- or, expropriation of our property, buildings and process, which wouldmake it financially feasible for us to relocate to a more suitable location.

We seek your support in maintaining the industrial nature of this area."

22. Letter from L. E. Milton, Manager, Land Use and Environmental Planning Department, Ontario Hydro, dated February 14, 1983

"Thank you for providing us with an opportunity to review the subject report. We have now completed our review and have identified the following potential problems.

1. We are concerned with the proposed rezoning of our Strachan Transformer Station property from C3V3 to GH. The general location of the property is identified on the enclosed photocopy of Figure 7. This change in zoning is described in Section 6.2.6 EXHIBITION DISTRICT (b) and is illustrated on Map 25B.

   The GH zoning was originally developed for the Dufferin-Davenport Area and has more recently been proposed for use in the Bathurst-St. Clair Area. In both instances, it is applied to existing Ontario Hydro transmission rights-of-way. It has not been used for transformer station sites in either of these areas nor was it intended to be. The permitted use of "hydro-electric transmission facilities" also clearly indicates that only rights-of-way are intended to be zoned GH.

   Accordingly, we request that the current zoning C3V3 be retained for this property. This would be consistent with the zoning of C3V3, which was recently approved as a

result of the Harbourfront Ontario Municipal Board Hearing for our station site on Queen's Quay. Ontario Hydro's Hearn Generating Station is presently zoned C4V2. The subject report proposes to rezone the property to I4D3. The location of the station property is identified generally on the enclosed photocopy of figure 7. The proposed zoning change would present potential problems for our existing use of the property. Under the new zoning the station would be required to comply with the requirements of Section 16(1)(a) 1, 2, 3 of Comprehensive Zoning By-law 20623. Since it is not feasible to comply with all of these requirements, given the nature of the facility, the station would become a non-complying use.

The station is not required to comply with these requirements under the present zoning. In view of this, we request that the present C4V2 zoning be retained for the Hearn Generating Station property.

We would be pleased to meet with you or planning staff to discuss this matter further if necessary.

Should you require additional information in this regard, please contact Mr. J. L. Ferguson at 592-3996."

23. Letter from William H. Wright, Vice-President of Manufacturing, Victory Soya Mills Limited, dated March 14, 1983

"Victory Soya Mills is a Company that employs 160 people and contributes close to one million dollars in property and business taxes. It operates in a highly competitive business with historically small margins.

The original recommendations to construct Victory Mills under other management in 1944, was for the Port Colbourne area. Upon the urging of the Industrial Development Board, our present location was chosen with the assurance that no future rezoning or location problems would be encountered and an extended lease was secured.

We are extremely concerned that the plans and proposals now being considered by City Council, lean heavily towards making the East Bayfront area a predominantly residential area. These proposals, if allowed to reach fruition, could cause increases in our operational cost, which would likely render us unprofitable.

The added limits that would undoubtedly be imposed on us by the conversion from light industrial area to residential-

commercial, would restrict our operation in the area of truck and rail traffic, navigation and environment.

Our operation depends on heavy truck movement along Lake Shore Boulevard and Queens Quay. This truck traffic continues 24 hours a day except on Sundays. Our operation also depends on rail traffic, particularly on weekends. Most of the cars that we use are handled on the tracks along Queens Quay in the East Bayfront. To continue both these traffic movements through residential-commercial-recreational area would prove extremely hazardous.

It is not practical to operate our business in a residential-commercial-recreational community.

The random noise generated by 24 hour manufacturing operations

and

The heavy traffic movement and the berthing and handling of large lake and ocean vessels would prove completely incompatible with a residential environment.

We seek your support in maintaining the industrial nature of this area."

24. Letter from Professor Trevor H. Levere, F.R.S.C., dated February 18, 1983

"I am writing to express my concern about the future of the Leslie Street Spit. It is at present an exhilarating place for a picnic, a walk, or a bicycle ride, and the best place for miles around for bird-watching. I and my family use it for all these purposes -- when we are not locked out of it. I don't want the spit "developed" -- we have enough theme parks and groomed parks. I do want somewhere within the City for non-mechanized, non-organized, recreation. And I greatly resent being locked out of the Spit at weekends when boaters are provided with keys -- as they were from October last year.

I enjoy boating, but there has to be some place within Toronto for the enjoyment of birds, lake and flowers for those without boats -- and the Spit is all that is left. Please keep it undeveloped and make it accessible."

25. Letter from M. M. Dugas, Director, Industrial Development, CP Rail and J. G. Marshall, Manager, Industrial Development, CN Rail dated March 2, 1983

"It has come to our attention that the City of Toronti is considering a major change in land use in the area known as the "East Bayfront", extending from Yonge Street on the west to Parliament Street on the east.

Under the proposal now being advocated, there would be a high concentration of residential development, not unlike that in St. Lawrence, which we consider to be totally incompatible with this stable industrial district.

The major industries in East Bayfront have a total reliance on an efficient, economic transportation system, utilizing water, rail and highway vehicles. To give you some idea as to the extent of the rail operations, over 3,300 loaded cars are handled in this area annually. As the preponderance of the traffic is outbound, this requires the bringing in of empty cars and the necessity for storage of such equipment within the area. In terms of total car movements, this would average over 6.000 a year.

Our statutory obligation to provide rail service to these industries involves a 5 day a week, 24 hour a day railway operation. CN Rail provides the switching service between midnight - 0800; CP between 0700 - 1500 and CN again between 1530 - 2330 hours. Much of the time spent is involved in the switching and shunting of railcars, gathering the rail traffic up and marshalling them in proper train order.

It is evident, therefore, that this high volume of rail traffic in itself is such to preclude the introduction of housing in this area. In addition to this heavy rail traffic, there is a requirement for good highway services and we are informed that there is also a 24 hour a day need for truck services.

While the environmental aspect of the rail operations is apparent, there is also a major safety factor which must be of the gravest concern to the City. As you are aware, the main switching route is along Queens Quay, with industrial spurs leading to the various industrial concerns. As these are industrial spurs and sidings, they are not fences and thereis no impediment to people having access to the rail corridors. If housing, and in particular, family housing, were to be permitted, it would be impossible to secure the property in a manner to preclude public pedestrian access, which could lead

to death or serious injury, particularly where children are involved.

Recognizing the fact that the City of Toronto is now actively engaged in a programme to attract new Industry in order to provide new job opportunities, surely it is of even more importance to retain existing Industry. It is imperative, therefore, that nothing be done in the East Bayfront area which could result in a loss of any of the jobs which currently exist.

We feel that consistent with the stated policies of the City of Toronto, this area should be preserved for industry and no residential development should be permitted. In the same way in which residential neighbourhoods are protected from encroachment by commercial or industrial uses, industrial areas must be protected from intrusion by incompatible residential, institutional or commercial uses. I am sure you will agree that the health, safety and well being of the residents of the City of Toronto are paramount, and to introduce a residential component in the East Bayfront would be in serious conflict with that objective and the need to preserve a strong industrial base."

26. Letter from Mr. I. Brown, General Manager, Toronto Harbour Commissioners, dated March 9, 1983

"I am pleased to advise that the Commissioners have endorsed the staff comments on the Official Plan Proposals contained in the attached staff memoranda dated July 9 and December 16, 1982.

The Commissioners also noted that your report of November 18, 1982, to the Planning Board did address some of their concerns while leaving others unresolved. They may therefore wish to make further representations in the event that the revised Proposals document does not resolve all their concerns.

We look forward to working with your staff with a view to reaching mutually acceptable agreements on each of our points."

Submission from L. Maarse, Director of Planning, Toronto Harbour Commissioners dated December 16, 1982

"Upon reviewing the subject report and the City Planning staff's preliminary responses to the submissions made regarding this report (see report to the City Planning

Board dated November 18, 1982), I feel that the comments made in your report to the T.H.C. Board dated July 9, 1982, (copy attached) are still entirely valid. I suggest, however, that the following items be added to the list of general comments in your report:

a. Proposed Gm Zoning

The "Central Waterfront Proposals" report introduces a new zoning category, namely "Gm". This proposed category would be used to designate areas where marinas, boating clubs and other marine related uses would be permitted (see page 69). I recomment that we object to the introduction of this zoning category, since it is clearly aimed at regulating matters that are within the jurisdiction of the Toronto Harbour Commissioners. Furthermore, the proposed Gm zoning category would be very restrictive and would, in effect, make it virtually impossible to combine boating facilities with other uses, such as housing or industry.

If, for housekeeping reasons, the City wishes to include boating uses in some zoning category, I suggest that these be included in the "G" category, and that the "G" uses continue to be permitted uses in residential, commercial and industrial areas, as they now are. It should however, be clearly understood that these are shipping and navigation related uses which are within the jurisdiction of the T.H.C.

b. The Commissioners' properties on the west side of Stadium Road.

The "Central Waterfront Proposals" report proposes to designate the Commissioners' land and water lots on the west side of Stadium Road as "Open Space" in the Official Plan (see page 66). The proposed zoning would be "Gm" (see page 76). The current zoning of the land is C3V3 and the water lots do not have a zoning designation.

I recommend that we object to the proposed Official Plan and Zoning designations on the grounds that it will prevent the development of these properties to their full potential.

General Comments

The City Commissioner of Planning and Development in his report to the Planning Board, dated November 18, 1982, has given some preliminary responses to the concerns

raised in your July 9, 1982 report to the T.H.C. Board. These preliminary responses indicate that, although the City planners appear to be prepared to clarify certain items and make some concessions, they are not prepared to clarify certain items and make some concessions, they are not prepared to change the basic thrust of the goals and objectives of the "Central Waterfront Proposals" report. These goals and objectives appear to be based upon a philosophy which looks upon the entire Toronto Waterfront as a local resource and not as a regional resource. This causes serious problems, particularly with respect to the Port and Outer Harbour area which has regional significance with respect to industry and recreation and has regional, provincial and even national significance with respect to transportation. The local point of view has, of course, its legitimate place in determining the goals and objectives for such an area, but it should not be the only point of view that is represented.

I recommend , therefore, that a Task Force be formed for the preparation of a Master Plan for the Port and Outer Harbour area. This Task Force would consist of representatives from the T.H.C., City, Metro, Province and perhaps the Federal Government. The following outline of activites is proposed as a means of developing a Master Plan that will be representative of the joint aspirations of all jurisdictions involved:

a. Identify goals and objectives from the various points of view.

b. Identify opportunities and constraints.

c. Carry out need and/or market demand studies.

d. Refine goals and objectives and reach a reasonable concensus.

e. Develop alternative concepts.

f. Evaluate alternative development concepts and select preferred concept.

g. Prepare Master Plan.

h. Prepare implementation plan.

The above comments are submitted for your consideration."

Submission from Mr. I. Brown, General Manager, Toronto Harbour Commissioners dated July 9, 1982.

(See Item 12 of this Appendix).

27. Letter from John Gambles/Al Stapleton, Co-chairmen, Metro Waterfront Boating Council, dated March 14, 1983

"The Metro Waterfront Boating Council has been and continues to be an enthusiastic and active participant in the development of the proposed Plan for the future development of the Central Waterfront. We are pleased to have had the privilege and opportunity to express the views of the boaters we represent through meetings like this, as well as, through our membership on the Central Waterfront Planning Committee.

The purpose of our deputation is to address items on your agenda this evening which relate to The Central Waterfront: Proposals and which we believe are of continuing concern to the thousands of recreational sailors and boaters using the Metro Waterfront.

WATER'S EDGE ACCESS

The intention of Council to improve public access to the water's edge is an issue which under ordinary circumstances boaters would be expected to support and champion because without it they cannot enjoy their recreation. However, the wording of the policies relating to this issue and the potential intent behind them make boaters guarded in their support to the point of objecting to this policy area as the wording presently stands.

Clause 5A.5(a) strongly suggests that sailing and boating clubs would be "discouraged" from leasing water's edge lands. Boaters continue to believe that affordable sailing and boating clubs are an essential and vital part of recreational boating. To deny their specific access to the water's edge in our area puts an unnecessary strangle-holdon their organization and encouragement of recreational boating and an intended use of the waterfront. In fact it seems to be at odds with the primary goals of Council. It is highly unlikely that any new affordable clubs will be developed although expensive marinas could be designed to meet these policies.

Clause 5A.5(c) fails to acknowledge, in the specific wording, the responsibility of Council to achieve their goal, of public access, without jeopardizing private propoerty of taxpayers. Boaters, as experienced and regular users of boating facilities, do not believe that boating facilities can be

easily or practically designed to permit public access and at the same time adequately provide for public safety and protect private taxpayer property. Boats cannot be secured like cars in a public parking lot, yet many to be used must be left at the water's edge. Inadequate and economically impractical security for taxpayers' private property would ultimately drive boaters from the Metro Waterfront.

Clause 5A.7(b) seems to suggest that it be the norm that ground floor access of buildings adjacent to the water's edge lands be accessible to the public. We acknowledge that the opening sentence of the clause says "where appropriate arrangements can be made". However, the idea that the main floor of a building in private use be publically accessible, for its own sake, seems highly impractical whether a hotel, a condominium, or perhaps the only floor of a sailing and boating club. Again, it seems to ignore the need to protect private property.

ENVIRONMENTAL RESOURCE AREAS

Boaters continue to be concerned about the intended use of the majority of the area of the Outer Harbour Headland. Boaters and birds have and continue to live in harmony. To grant one, the birds, an exclusive right to a potentially disproportionately large area seems a luxury the taxpayers of Toronto cannot afford. In fact the existing maps of the area included in the proposals appear to ignore the present activities of sailing clubs and continues to make boaters highly suspicious of the ultimate intended use for the area and the inclusion of their activities in it.

Ladies and gentlemen, we trust you will accept and act upon our concerns, as boaters and voters, as positive contributions in the refinement of policies for our waterfront."

28. Letter from T. F. Chandler, Vice-President, Manufacturing, Redpath Sugars dated March 21, 1983

"It is necessary to review the planning process to-date and its effectiveness as far as Redpath Sugars is concerned. As Redpath is located in the East Bayfront it is only those parts of the plan relating to the East Bayfront that will be subject to our comments.

A formal position paper was submitted by Redpath when deputations were received at the public meeting in June 1982. Although our submission was noted and in fact appended to Mr. Stephen McLaughlin's report of November 18, 1982, it appears our views have not made much of an effect. Perhaps the fault

is ours because we felt it was sufficient to bring out the obvious reasons whey residences should not be mixed with industry. Once we had highlighted the nature of our business, the 24 hour a day operation, the trucking and railway services, etc., we felt that the planning department would see the error of its ways. Not so!

Redpath was not permitted to make a presentation at the C.W.P.C. meetings and a review of that committee's report indicates that the nature of the controversy in the East Bayfront is being smothered.

There seems to be an irrational compulsion to install residences in the East Bayfront. We are at a loss to explain whey the planners continue to push for an obviously unsuitable arrangement.

Besides the violation of good planning principles the presence of residences in our industrial area can only lead to confrontation and threats to the continuance of our business.

Our message is simple -- "Don't put residences in the East Bayfront".

We will fight this foolish proposal at every opportunity and with all the forces we can muster. We will oppose this irrationality and we will oppose this bureaucracy for one simple reason -- our survival.

I would leave the planning board with a few questions to ponder:

1. Why do you threaten industry at a time that has such ghastly unemployment?

2. Why do you jeopardize a company that pays over a million dollars a year to you in taxes and has a 10 million dollar payroll?

3. How can you possibly condone a plan that allows residences to encroach upon an industrial area when past experience and even common sense indicates that it is sheer folly to do so?"

29. <u>Letter from W. Ferguson, Vice Chairperson, St. Lawrence Neighbourhood Association, dated May 4, 1983</u>

"The St. Lawrence Neighbourhood Association has followed with interest the proposals for the development of the waterfront.

We are sorry that we did not get our comments recorded earlier; however we would like to do so now.

We would like to say that we support the plans for housing in the East Bayfront area.

May we also be put on the mailing list for forthcoming documents, meeting schedules, and any other relevant information."

30. Letter from R. Thomasson, Vice-President, Seafarer's International Union of Canada dated May 27, 1983.

"It has come to my attention that the City of Toronto is planning, planning?, indeed that have already started to "beautify" the Toronto waterfront. (Pretty much good for pretty, but not very much good for work.)

Beauty is in the eye of the beholder and a beautiful waterfront to a sailor (merchant) is one strung with unloading docks, cranes, coal piles, grain elevators, and a ship loading and unloading at each of the above mentioned.

Pretty flowers, yacht basins, high rises, apartments benefit only those who can affort to utilize them, other than the high rises these things do nothing for the City. (The high rises can be in the middle of the City.)

I have been told that it is the City's plan to do housing developments along the waterfront. Housing developments and waterfront industries do not mix.

People live in housing developments, people sail on pleasure crafts, people sunbathe on beaches, people do not like grain dust, coal dust, strong oil smells, strong chemical smells, it is unhealty, so they (people) should not be there.

I shudder, no indeed I come close to wetting myself when I think of what Toronto the good would have amounted to without the docks, the ships, the cargoes they brought in, the work they provided.

The wealth of any country, any city comes from its industry, those things that earn or bring money to the community and provide jobs.

The places of industry, indeed the industries themselves are invariably aesthetically unpleasant, i.e.: the Oil Fields, the Mines, the Steel Mills, but they bring the wealth from which cities are only to happy to draw the taxes. That, among

other things, go to the cost of beautifying those sections of the city that should be beautiful.

People and waterfront industries do not mix.

Oil and water do not mix.

Godfrey and Eggleton do not mix.

Sewell and "who-ever" do not mix.

Now if you look at that old cliche, the other analogous situations and you agree with them, you must agree that people and waterfront industries do not mix!

(How come I have wheat and barley mixed in with my roses??? How come my tomatoes taste like a combination of Esso extra and 10W-30 motor oil???)

Get the picture?

Now I am sure that you and all those "Angels for Progress" are aware of this, and are right about now thinking "Who is this 'Johnny come-lately' sailor to tell us how to run our business?"

Well it comes down like this. If you really believe that you are going to put residential housing in with grain elevators then you have all got a "wire" down, and probably believe "The cheque's in the mail" storey, or the man from the Government, that says "I'm here to help you."

But then if I were so naive as to believe you to be that gullable, you could then accuse me of having one foot off the curb.

So being the sceptic and cynic that I am, I must believe the only other alternative, is you are aware, and the ultimate goal would be to have industry give up the hassle and move out.

That ain't gonna happen, the conflict will be so great as to make your Toronto Island beef look like a High School debate.

The plan for housing would fail, you would give up the project, the housing already constructed and occupied would become the worse slum in Toronto, this mess in turn would reverberate up and down the shore touching and contamination all that other good and pretty stuff.

I was part of a Task Force that was put together by the Provincial Government, part of our mandate was to look at such problems, the nature of ports, small and large, are they feasible, are they not.

Small towns, Collingwood, Midland, etc..., have to accept the fact that they will have less commercial shipping for many reasons, not so for large cities.

Water shipping makes good sense, it is the cheapest form of transport, for all cargoes.

The ripple effect on creating jobs is mind boggling, there are those people who will say the Toronto Merchant Waterfront is dying anyway, and it is only a matter of time before no ships enter the harbour, this does not have to be true.

The cancer started because no non encouraged shipping to come to Toronto, nobody went out and hustled as Chicago did for example.

Bottom line, housing on the merchant shipping waterfronts is dumb."

31. Letter from Mr. David Langer, McCarthy & McCarthy

"We are solicitors for Belkin Packaging Ltd. ("Belkin") who is the owner of lands known municipally as 495 Commissioners Street, Toronto, Ontario.

We are writing to you to express our client's concern with respect to certain aspects of the report entitled "Central Waterfront: Proposals". Before setting out these concerns, we believe it would be useful to review the nature of Belkin's operations and in addition to consider other actions already taken by the City of Toronto with respect to these lands.

Belkin Paperboard

Belkin Paperboard, is a division of Belkin Packaging Ltd. Belkin Paperboard or its predecessors have continuously operated a waste paper reprocessing plant at this location since 1942. They are most satisfied with the location and have no present intention to relocate. Indeed, Belkin has recently spent considerable sums of money improving its premises.

By-law 635-81

City Council has enacted By-law 635-81 which redesignates Belkin's lands from C4 to C3. We have concluded that the use of the lands as a waste paper reprocessing plant falls within the category of uses which are permitted in the C4 zones. By-law 635-81 therefore has the effect of making Belkin's use of its lands legally non-conforming.

On 27 September, 1982, we wrote to the City Clerks registering Belkin's notice of objection to the approval of By-law 635-81. Since that time we have had a number of discussions with staff of the Department of Planning and Development and Buildings and Inspections. Throughout these discussions, planning staff has indicated that there was no intention to rezone our client's lands so that its use would be legally non-conforming.

As a result of these discussions, planning staff has agreed to recommend to City Council that Belkin's lands be further rezoned so that the use conforms with the Restricted Area (Zoning) By-law.

Central Waterfront : Proposals Report

Section 5A.34 of the proposed new section of the Part I Official Plan for the Central Waterfront provides that:

"... It is the policy of Council that the (Port Industrial) District be strengthened as an industrial area containing:

(a) the Toronto .....,

(b) a number of industries which require a City location, involved in the processing, recycling or stroage of raw and other materials, and for which Council will designate Heavy Industrial Area;

(c) vacant land and sites suitable for redevelopment, to be designated as General Industrial Area in which Council will seek to ensure the accommodation to new relocating high employment industries; ....."

"It is the policy of Council to ensure that the Port Industrial district is made more attractive to a wide range of industries, particularly high employment industries, by:

(a) undertaking actions .....;

(b) limiting the designation of Heavy Industrial Areas in accordance with Map 1C."

Map 1C designates Belkin's lands as General Industrial Area.

The term "General Industrial Area" is defined in Section 10.26 of the Part I Official Plan by reference to boundary lines on maps incorporated as part of the Part I Official Plan. The terms "Heavy Industrial Area" is not defined in the present Part I Official Plan or in the proposed amendments.

In addition, the Part I Official Plan and the proposed amendments do not define general industrial or heavy industrial uses. The text of the proposed amendment to the Part I Official Plan suggests general industrial uses tend to be those of high employment, while heavy industrial uses tned to be those uses "involved in the processing, recycling or storage of raw and other materials", which do not generate high employment.

As indicated, Belkin's lands are located in a General Industrial Area. If the suggested definitions of general industrial and heavy industrial uses are correct, Belkin's use of its lands as a waste paper reprocessing plant would fall within the heavy industrial use designation and accordingly not conform with the proposed Official Plan designation as set out in the Central Waterfront: Proposals report. As you may appreciate, this causes Belkin some considerable concern.

Our client has indicated its present intention to maintain its waste paper reprocessing and related operations on its Commissioners Street lands. Its long term ability to accomplish these goals may be jeopardized by the designation of its lands as being within a General Industrial Area.

In light of planning staff's desire to maintain a strong industrial base within the Port Industrial Area and in particular its earlier agreement to recommend to City Council that Belkin's lands be rezoned so that its use conforms with the Restricted Area (Zoning) By-law, we believe it would be appropriate for the designation presently found in the proposed amendments to the Part I Official Plan dealing with the Central Waterfront be amended so as to designate Belkin's lands as being located within a Heavy Industrial Area.

We would be most pleased to discuss this matter further with your staff at their convenience."

32. Letter from R. J. Bower, Metropolitan Commissioner of Planning dated June 20, 1983

"Further to our letter dated October 21, 1982, with enclosure, on the above subject, we wish to inform you that the recommendations contained in the document titled "Central Waterfront Transportation Study" represents the Metropolitan Preliminary transportation proposals for the central waterfront area.

As you are no doubt aware, this document has been circulated to all Metropolitan area municipalities for comments. Further reporting to the Metropolitan Economic Development and Planning Committee on this matter is scheduled for October 1983."

33. Letter from A. S. Macpherson, M.D., Medical Officer of Health, City Department of Public Health, dated August 24, 1983.

"I am in receipt of your correspondence of April 14, 1983 concerning proposed changes to the draft policy for lakefilling.

While supporting the proposed zoning of land under water, I must oppose the suggested draft policy for lakefilling. My position is that I endorse the previous draft policy whereby further filling of Lake Ontario is to be prevented except where exceptional criteria are met. The revised draft policy permitting lakefilling under certain conditions would be a considerable departure from the original intentions of the City.

My opposition to the proposed changes is based on the many uncertainties surrounding the movement of lakefilling materials following their deposition into Lake Ontario. Our ability to predict the movement of such materials, or of soluble portions of the material, is rudimentary at best. It would, therefore, be unwise to approve further dumping of poorly monitored materials into Lake Ontario, given that it is the source of our drinking water".

34. Report from the East Bayfront Industry Group dated September 13, 1983.

"THE POSITION OF THE EAST BAYFRONT INDUSTRY GROUP

The East Bayfront Industry Group is presently comprised of:

- Repath Sugars

- Victory Soya Mills Limited

- Canada Malting Company Limited

- Canadian Pacific Express and Transport Limited - Canpar

We have commissioned a full analysis of the planning issues relevant to the East Bayfront by Lewinberg Consultants Limited and have come to the conclusion that it is in our own interests and the City of Toronto's that the PROPOSALS as they stand are unacceptable. Industry and housing cannot coexist in the East Bayfront and therefore we see the introduction of housing as a clear signal to force us out of the area without any compensation.*

*1. Our analysis will not be available for a number of weeks, however, all the assertions made in this document are fully supported.

HOUSING AND INDUSTRY CANNOT COEXIST IN THE EAST BAYFRONT

The PROPOSALS call for the retention of existing industry in the East Bayfront. We are the largest of those existing industries and we are convinced that the introduction of housing will substantially affect our operations to the point where we will be forced to move out of the City.

We are not nice clean industries. We operate through the night and the weekend and so do other industries in the area. Heavy trucks move in and out of our plants and other plants in the area all day long and well into the night. We produce noise and odour and we would be at constant war with our neighbours if they were people's homes.

The area is simply not suitable for housing unless industry is removed or forced to go.

None of our industries will move in the short term and until they do the environmental conditions are not acceptable for housing. The threat of having to move in the long term will result in intense frustration for both the existing industries and for the future residents.

INDUSTRY IS FUNCTIONING IN THE EAST BAYFRONT

The waterfront lands are prime locations and there is always a demand for more land for housing. But unless the City is prepared to move us out at public expense, then the City must

accept that we exist and play an important and permanent role in Toronto's economy.

- There are 66 firms in the East Bayfront.
- There are 4,500 workers employed by those firms, of whom 2,500 are industrial workers.
- We four industries together represent $285 million of capital investment in the East Bayfront.

THE PROPOSALS ADMIT TO UNCERTAINTY

The East BAyfront is an established and thriving industrial area zoned for medium to heavy industry.

The PROPOSALS call for a mixed-use area including housing. No justification of this major and drastic change has been provided. In fact, the report indicates some uncertainty about its proposals for the introduction of housing by insisting that nothing proceed prior to comprehensive further study in a Part II Official Plan. We would expect the city to be certain that it was taking the right step before making such a drastic change.

HOUSING IN THE OFFICIAL PLAN PUTS INDUSTRY OUT, PERMANENTLY

To insert housing in the Official Plan is to effectively change the land use. Land values will rise in expectation. In fact the present under-utilization of some of the lands reflects an expectation that the change being proposed by the City will ultimately occur. The City can't affort to be uncertain in these matters when the consequences are so serious. To do so is poor planning practise.

THE UNDERUTILIZED LAND IS IN PUBLIC OWNERSHIP

Previous reports have indicated that the land appears to be under utilized, and that there is a waste of prime waterfront land which is in short supply.

Yet over 60% of the land is publicly owned and the so called underutilized land is mostly the publicly owned land. The Toronto Harbour Commission sees their lands merely as an asset - a means of eliminating their debt, not as a resource to stimulate industrial development in Toronto. Profit maximization is not an acceptable argument for a change in land use in the private sector, nor should it be in the public sector.

MIXED USE DEVELOPMENT DOES NOT WORK EVERYWHERE

We think that the are is an important long term resource for industry, which may not conform to Toronto planners' idea of "City Beautiful". We admit that industry can be noisy, dusty and unsightly. This is an integral part of strong industrial economy. A mix of housing and medium to heavy industry usually occurs through historical accident and not through sound planning.

THERE ARE MANY BETTER UNDEVELOPED SITES FOR HOUSING IN THE CITY

There are better sites for housing in the city at Harbourfront and there will be even more in the Railway Lands which have not yet been developed. It is better to fully develop these lands which will be designated for housing before pushing industry out of the East Bayfront for housing.

The problem with assisted houisng is a shortage of allocation and meaningful senior government programs, not land availability.

THE ACTIONS PROPOSED ON THE EAST BAYFRONT UNDERCUT THE CITY'S ENTIRE INDUSTRIAL POLICY

If the City insists on housing in the East Bayfront it will contradict all of the City's industrial policy published since 1976. The East Bayfront industries see this as a totally unjustified action which will ultimatley drive them out. It simply doesn't make sense.

We consider this a question of our survival. The proposals say that the City wants us to stay, yet the proposed actions contradict this assertion.

$40 million of new investment is being considered in the East Bayfront by three members of our Group within their existing operations. There is no possibility of this proceeding if the PROPOSALS are implemented as they stand. That is real, much more real than plans and proposals.

The objective of keeping us in town over the long term is defeated unless we can be absolutely convinced that it is possible and realistic.

ALTERNATIVE PROPOSALS

While we reject housing on any part of the East BAyfront, including Marine Terminal 27, we are prepared to work with the

City to consider other alternatives. The ultimate plan for the area will depend largely on the public sector for its successful implementation, as it owns most of the under utilized lands. While we are easily able to propose alternative plans for the area, we are concerned that these produce results and do not become a stand-off for a further round of housing proposals in 5 years time.

The alternatives which we would be interested in pursuing with the City and the land owners include:

- the meaningful promotion of industry in the area; and
- a mix of industrial and commercial land uses."

Appendix C

Central Waterfront Planning Committee's response to the Central Waterfront: Proposals Report submitted to Planning Board, March 1983.

"Comments:

At the Planning Board meeting of November 22, 1982 the following motion was adopted:

> 'That this report be referred to the Central Waterfront Planning Committee for review, and that the Committee be requested to forward any comments it may have to the Chairman of the Planning Board by February 28, 1983, for consideration by the Planning and Development staff in the development of final recommendations for Official Plan and Zoning By-law amendments for the Central Waterfront.'

The Central Waterfront Planning Committee met on January 13, 20 and 27 and February 10, 1983 to discuss the Central Waterfront: Proposals report, and the November 18, 1982 report from this Department entitled 'June 23, 1982 Public Meeting and Submissions received to date on the Central Waterfront: Proposals report.'

The Central Waterfront Planning Committee's Review:

The Central Waterfront Planning Committee's (CWPC's) review of the Proposals report was careful and detailed. Each statement of the proposed Official Plan amendments was scrutinized and discussed, and revised wording suggested where necessary. The revised wording for a statement reflected either a disagreement by the CWPC with the original wording and intent, or a desire by the Committee to clarify the statement.

Over certain issues, there was no agreement between the members of the CWPC, but certain distinct positions were expressed. In these situations, for example, around the proposals for the East Bayfront, a synopsis of the positions was prepared and adopted.

The report of the CWPC to Planning Board takes the form of:

1. Revised proposed Official Plan statements that the Committee would like to see adopted as the Official Plan statements for the Central Waterfront. And

2. A synopsis of committee members' positions on the major issues that could not be resolved.

Due to the lack of time, the CWPC did not address the zoning designations set out in the Proposals report.

The report from the Central Waterfront Planning Committee is attached as Appendix 1.

Conclusions:

Although the CWPC did not formally adopt the following recommendations, it is our understanding that they wished to recommend that:

a. The revised proposed Official Plan statements as adopted by the Central Waterfront Planning Committee replace the statements in the Central Waterfront: Proposals report; and

b. That the Planning Board review the positions expressed by members of the CWPC on the contentious issues.

I am currently reviewing the statements proposed by the CWPC in the context of the Final Recommendations report. Certainly most of the revised statements appear to be acceptable for incorporation by this Department into our final recommendations for the Central Waterfront.

Recommendation:

That this report be received.

Stephen G. McLaughlin
Commissioner

MN:jd

APPENDIX 1

Central Waterfront: Proposals prepared for the Central Waterfront Planning Committee from the minutes of January 13, January 20 and draft minutes of January 27, 1983.

Revised Version of Statements.

5.A.1:

Council recognises the Central Waterfront is one of the chief amenities of the City and region due to the opportunities it provides for land and water-based recreation, its function as a Port, the unique views, climate and environment, and its location in the Central Area of the City, close to concentrations of population, employment and activity.

5A.2:

Council's primary goal for the Central Waterfront is to promote increased public enjoyment and use of the area by ensuring that future developments and activities will help achieve the following objectives:

a) extend the richness, diversity, and activity of City life to the Central Waterfront, particularly through new residential, commercial and institutional development in the Bayfront;

b) reduce the physical and perceptual isolation of the waterfront from the rest of the City;

c) increase and improve public access and open space along the water's edge, and access between parts of the Central Waterfront;

d) increase the availability, choice and awareness of recreation opportunities and public activities throughout the year; and

e) provide aesthetic and other environmental improvements,

within the context of the land uses contained in this plan.

5A.3:

Council's further goal is to protect and continue to emphasize the important contribution of the Central Waterfront to the well-being of the City as the location of industrial jobs, public utilities

and rail and road transportation corridors, and of the Port Industrial District as the location of commercial shipping activities, industrial job opportunities and heavy industry.

5A.5:

It is the intention of Council that water's edge lands in the Central Waterfront be in public ownership and freely accessible to the public at all times. Accordingly, it is the policy of Council to:

a) discourage the sale or lease of water's edge lands now owned by any government, Crown corporation, public board, commission or agency to private interests, except for uses requiring direct access to shipping facilities, in which case it is the policy of Council to encourage the leasing and not the sale of water's edge lands;

b) seek the conveyance of water's edge lands for parks purposes or ensure by other means their long-term public accessibility, except where they are designated for industrial use and can be used for shipping purposes, or where existing site layout and use make public access impractical;

c) seek to ensure that new boating facilities be designed to permit public access to water's edge lands;

d) permit public access to water's edge lands in Environmental Resource Areas, except where this cannot be done within the context of an appropriate management plan for the area.

5A.6:

Moved to 5A.5(d).

5A.7:

In order to provide variety and promote increased public enjoyment and use of water's edge lands, it is the policy of Council that where appropriate arrangements can be made:

a) the width of the water's edge lands be expanded by the provisions of parks, parkettes, and wider public rights-of-way;

b) except in industrial areas, the ground floor of buildings adjacent to the water's edge lands should generally be pedestrian-oriented and used for purposes to which the public has access; and

c) opportunities be provided to observe shipping and industrial operations.

5A.11(c):

Seeking to prevent the development of new physical or psychological barriers between Toronto Bay and the rest of the City.

5A.13(b):

Sailboat moorings are provided on or adjacent to the sheltered waters of Toronto Bay and the Outer Harbour, provided that congestion in the gaps and Bay is kept within acceptable limits.

5.18 preamble:

In considering requests for long-term conections to the water supply or sewers for moored vessels in the Central Waterfront, it is the policy of Council to consider the use of the moored vessel as a land use. In this context, it is the policy of Council to discourgae long-term residences and to ensure that other uses are appropriately located.

5A.32:

The East Bayfront is a predominantly industrial district which has considerable vacant and underused land. The district is considered suitable for future comprehensive redevelopment for non-office commercial uses, for Restricted Industrial Areas and for Mixed Industrial Residential Areas.

5A.33(d):

The requirement that residential uses have a satisfactory environment, with special regard to noise and dustfall.

5A.49(e):

Ensure direct and reliable public transport to the Islands all year round.

5.22(b) 5.1:

The Lake Ontario shoreline and islands, the ravines and the escarpment north of Davenport Road are the chief natural features of the City. It is Council's policy that the use and development of these areas shall not prejudice their use for public recreation and enjoyment, except that along those portions of the shoreline

designated for industry, the requirements of shipping and industry shall be paramount.

Major Areas of Disagreement:

Water's Edge Access:

5A.5(c):

The two positions, which were about equally represented, were:

a) that new boating facilities should not have to provide public access to the water's edge because of problems of providing security for the boats and safety for the public around boat cranes or other hazards, and concern over legal liability; and

b) that the such facilities, especially if located on public land, should have to be designed to permit the public access along the water's edge. It was thought that the water's edge should be a public resource and that people should not have to detour behind club houses, parking lots and landscaping, cutting off views of the water.

The East Bayfront:

5A.26, 5A.32 and 5A.33:

There were at least two positions expressed. One, clearly put by J. Angevine, was that it should remain and be strengthened as an industrial area. Anything else he felt disregarded the City policies of preserving existing industrial areas.

He said the East Bayfront as an efficient self-contained area, suitable for commercial, institutional and industrial uses. The plans to introduce residential zoning to the East Bayfront are certain to eventually pre-empt major employers and the capacity of the area to accommodate very large numbers of additional future job opportunities.

The proposed policies also disregard the problems that the area has with pollution, noise, railway tracks, and maintaining existing industries such as Redpath Sugar and Victory Soy Mills adjacent to housing areas.

The other point of view was that the area could be suitable for housing and commercial uses, but that care would have to be taken in implementing housing due to the environmental problems.

It was suggested that the statements dealing with the East Bayfront be changed so that the thrust is towards maintaining

industry while permitting housing, from the existing proposal which is to promote redevelopment for housing.

There was also concern expressed that 50 percent assisted housing was too high a percentage; others disagreed saying only a portion of these units are heavily subsidized.

Leslie Street Spit Environmental Resource Area:

There was disagreeemnt over the size of the environmental resource area on the Leslie Street Spit. Some wanted it shown much smaller, others larger. However, there was general agreement that since the line was not final and was dependant on planning for Aquatic Park and additional information on the resources in the area, that a better method should be found to illustrate graphically that the boundary would be refined later.

In addition, Mary Smith wished the following comments to be forwarded to the Planning Board.

"The Conservation Council of Ontario is still concerned about the following points which are not adequately addressed in the Waterfront Plan proposals:

- The plan should clearly show the intent to protect the delightful character of the site that gives people a strong feeling of relief from, and contrast to, the City:

  i.e. the feeling of being isolated between the sky and the lake with only the sounds, sights and smells of nature in evidence, not the sounds and smells of hot dogs, vehicles, buildings, radios and fuels.

  This would imply changing as soon as possible to quiet and no-fume transport, and other details.

  The Map is apparently an unacceptable compromise of this.

- The master plan should be done for the whole outer harbour and spit together, to make efficient use of parking lots, etc. and the transfer from private to public transportation.

- Citizen input should be fostered to continue the excellent and farsighted precedent set by this waterfront planning exercise.""